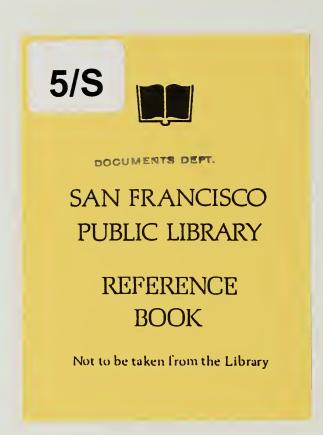


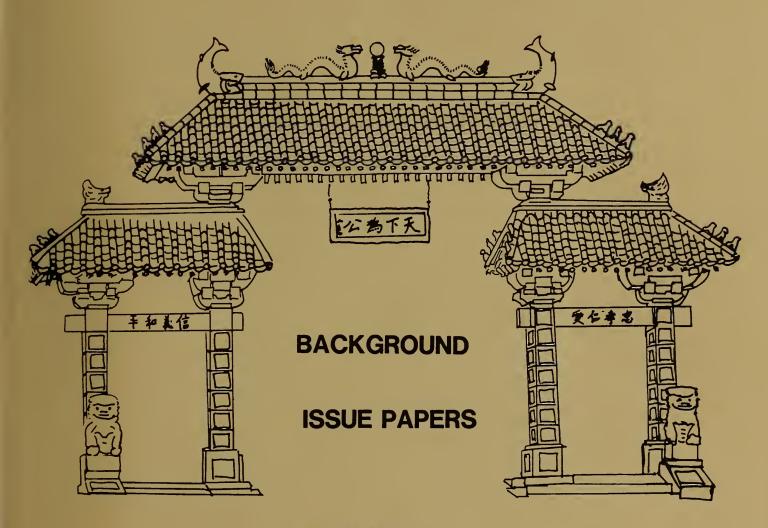
DOCUMENTS DEPARTMENT



EB 19 1998

Digitized by the Internet Archive in 2014

CHINATOWN PLANNING & REZONING STUDY



DOCUMENTS DEPT.

APR 9 1986

SAN FRANCISCO PUBLIC LIBRARY

PREPARED BY

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

APRIL 1986

112



DOCUMENTS DEFE

SAN FRANCISCO PUBLIC LIBRARY

REFERENCE BOOK

Not to be taken from the Library



TABLE OF CONTENTS

		Pg.
	Summary of Issue Papers	I-V
ı.	Environmental Setting of Chinatown: History, People, Land Use Regulations, Development Trends	1-23
11.	Housing in Chinatown	i-ii, 1-36
11.	Commerce & Employment in Chinatown	i-ii, 1-24
٧.	Transportation in Chinatown	i-ii, 1-36
٧.	Urban Design, Preservation, Open Space, Social Services in Chinatown	1-41

140 gas 1000 / 1000 E 2000 1000

D REF 711.4097 C4413

Chinatown planning & rezoning study : 1986]

S.F. PUBLIC LIBRARY

3 1223 03553 2051

Summary of Issue Papers

The Department of City Planning has been coordinating a planning and rezoning study study of Chinatown over the past two years, following the determination that Chinatown was an area distinct from the Downtown. Since December 1983, the Department has prepared five issue papers providing information and analysis on planning issues in Chinatown. The publication of each issue paper was followed by a community forum, conducted in both in English and Cantonese, to discuss staff findings. Conclusions about the future of Chinatown were were drawn from this process. Master Plan Policies and objectives for Chinatown emerged both from the issue papers and from the Plans prepared by the Chinese Six Companies and the three community organizations.

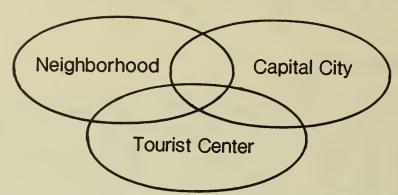
Highlights from DCP analyses and forums are described below:

Population - Although Chinatown grew rapidly after the Gold Rush, exclusionary U.S. immigration policies limited immigration between the 1880's and 1960's. With little new population growth affecting the community, the residentail population (many of whom were older males) remained stable. Chinatown was both the residence and shopping area for nearly all San Francisco Chinese, even though in the 1920's and 1930's, the community's population actually declined causing vacant storefronts and housing.

Chinatown's population began to change in the late 1960's with the liberalization of immigration laws. Migration from Hong Kong and other areas of Chinese population in Asia brought about a large increase in Chinatown's population, creating a shortage of affordable housing. The new population brought new vitality to the neighborhood and enlarged the market for Asian goods. Concurrently, Chinese residents from Chinatown began to move into other neighborhoods of San Francisco, notably the Richmond and Sunset districts. Although many Chinese left Chinatown, they have maintained a strong level of contact with religious, social and political institutions and have continued to shop in Chinatown.

The study area population in 1980 was estimated at 10,000, virtually all of whom are Chinese. The arrival of young families since that time has probably increased population. The study area is part of 13 contiguous census tracts in the northeastern part of the city whose total 29,000 Chinese residents represent 35% of the total Chinese population in San Francisco. In 1979, median household income of the study area population (by census tract) was about \$10,100, half the median household income in San Francisco (\$20,550). For the most part, income levels of Chinese in other parts of San Francisco are higher than those in Chinatown.

The greatest concern expressed at the February 1984 Forum was the standard of living space for the largely elderly and Asian immigrant population now living in the Chinatown Core, and the availability of resources (housing, shops, social agencies) to serve this population. The Forum concluded that Chinatown had three important and mutually supportive functions: a neighborhood, capital city for Chinese Americans and lastly a tourist attraction.



Housing - The April 1984 Forums were concerned with housing, with a view toward the retention of existing units and opportunities for new development. The Study Area presently contains about 6,500 housing units, about 60% of which are in residential hotels. Approximately half of the total built space in Chinatown is used for housing.

Service Agencies such as Self Help for the Elderly criticized the City for not reaching the ambitious housing goals of the "701" Study of Housing and Recreation in Chinatown. Census and city statistics on housing units indicate an approximate loss of 1,000 to 1,500 housing units in the study area between 1970 and 1980. A variety of city regulations, including the rent stabilization ordinance and an ordinance regulating the conversion of residential hotels to other uses have helped reduce this steady loss of housing units in recent years. The ownership of many rental units by family and district associations also has been a stabilizing influence.

Although people attending the forum agreed about the importance of retaining, and in some cases, rehabilitating existing units, there was less agreement on new housing and whether it should be primarily low- and moderate-income subsidized or market-rate units.

Commerce and Employment - The Chinatown Study Area contains about 1,200 businesses and an estimated 20,000 full- and part-time jobs. About two-thirds of the local businesses surveyed by the City Planning staff indicated that at least half of their customers are people living in the Chinatown Core or in adjacent neighborhoods. Commercial activities use about 33% of the building space in Chinatown. Half (50%) of the space is used for housing. The remaining the space in Chinatown - approximately 17% - is divided between institutions, garment factories and public facilities.

During the 1960s, the financial district began to expand westward towards Chinatown. Commercial activity in Chinatown also increased. Now Chinatown is surrounded on three sides by intensely developed districts with high land values. The Financial District is to the east, to the west are Nob Hill's luxury hotels and middle-to-high-income residences and the prestigious Union Square retail area is adjacent to the Chinatown Gate south of Bush Street. Both internal growth and the expansion of the financial district have put pressure on existing housing and commercial space in Chinatown. Given these land use trends, expansion of Chinatown northward into North Beach and westward up Russian Hill is not surprising.

New trade and political relations with China, Taiwan and Hong Kong have also enhanced Chinatown's importance as a center for the Chinese community in the United States. These developments have led to a greater scope of trade and investment.

Chinatown has always attracted visitors from outside the community. The oriental character of the neighborhood contributed to the growth of restaurants and retail stores serving a large tourist population. The development of Chinatown's tourist trade was also enhanced by its proximity to other tourist attractions, such as Broadway, North Beach and Fisherman's Wharf and of course, the Downtown retail district.

Merchants participating in the August 1984 Forums expressed concern about rising rents, parking shortages and traffic congestion. The pressure on commercial rents has made it difficult for certain types of activities to afford commercial space. High-rent tenants, such as banks, often displace community-serving uses. While some people are skeptical that additional zoning controls on certain businesses can preserve neighborhood serving uses, others believe such controls are necessary to maintain a balance of commercial businesses. Yet others feel additional commercial space can help alleviate increasing rents.

Transportation - This paper, published by the Department highlighted well known facts about high pedestrian volumes and intensive use of public transportation. Since Chinatown is adjacent to the financial district, downtown commute patterns and goods movement are also major contributors to traffic. There was consensus at the January, 1985 Forums on the importance of pedestrian space and the need for more frequent and less crowded bus service. People also voiced a concern for more off-street parking spaces and stricter traffic enforcement. Nonetheless, there was less agreement on where to accommodate additional off-street spaces. The Department was requested to evaluate how increased traffic volumes could be accommodated on Chinatown's streets.

Urban Design, Preservation, Open Space - The last issue paper, which has not yet been discussed in a community forum covers a number of design questions. Urban design issue include determination of appropriate heights and sizes for new buildings. It is important that new buildings fit in with and complement the generally historic character of Chinatown. Most existing buildings were constructed between 1907 and 1914, have narrow street frontages and are less than three stories in height. Based on the analysis in this issue paper, revised height and bulk regulations are being proposed in the Summary report.

The area west of Kearny Street, between California and Broadway has been the center of Chinese culture and life in California and the West Coast for over a century. Although physically destroyed by the 1906 quake and fire, its continuity as a commercial and residential area for Chinese population remains remarkably unbroken. The ethnic transitions common in most other older neighborhoods of major cities neven occured in Chinatown. The rebuilding of Chinatown after the earthquake applied Chinese styles of architectural detailing to early 20th Century buildings. These building now provide a visible and symbolic demarcation of the heritage of this unique area of San Francisco. Its preservation is proposed through creation of Historic District.

Open space needs in Chinatown are high and although funding has been available, site acquisition for additional park space has been delayed by controversies and opposition from owners of potential sites and others. Pursuit of other open space programs, such as alleyway beautification, better utilization of portions of the Ping Yuen housing sites and protection of sunlight on sidewalks are feasible short term actions but there remains a long term need for additional open space.

Social Services As a neighborhood, Chinatown contains an unusually large number of public and private institutions and social service agencies serving such diverse needs as help to newcomers, health, care care and job training. The mix of agencies make Chinatown an unusually supportive environment for recent immigrants and for senior citizens. However, these facilities often compete at a disadvantage with commercial uses for space. Special incentives for additional space need to be included in the rezoning proposal.

Conclusions

Chinatown is an intensively developed and populated "City within a City" that functions as a center for Chinese Americans, as a residential neighborhood and as a major visitor attraction. Chinatown has a distinct urban and architectural character and cultural heritage. These essential features should be ensured over time through an established preservation program.

Although adjacent to Downtown, Chinatown is not the appropriate setting for tall buildings. Existing buildings average three to four stories in height. In order to prevent a drastic change in neighborhood scale and physical unity, no new buildings in Chinatown should be more than six stories in height.

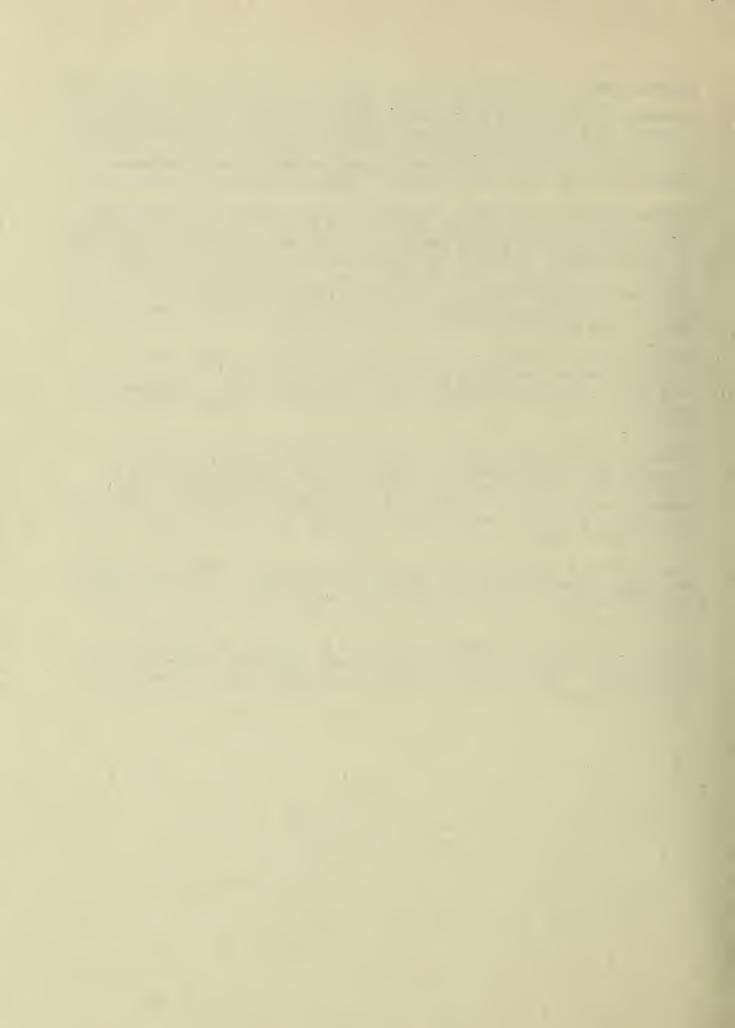
Existing housing in Chinatown should be retained and upgraded or where necessary replaced by sound units with comparable rents. Development controls should create capacity for creation of new housing.

Grant Avenue is a specialty shopping street with a concentration of Chinese style architectural detailing that contributes to the city's visual diversity. The street's present character and scale should be preserved but new zoning policies should enable a modest potential for future commercial expansion.

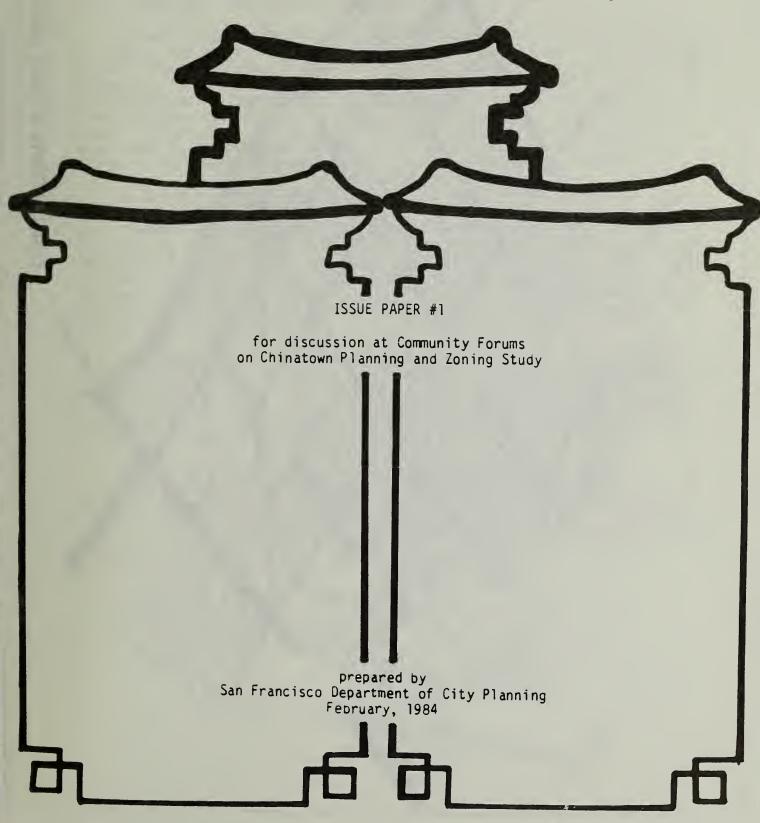
Stockton Street is both a local and regional specialty shopping street. Although some new commercial and residential development may be possible, Stockton Street should remain principally in its present character, with emphasis on food stores. Chinatown's east-west streets which are less than 50 feet wide do not have as much potential for additional commercial development as Stockton or Grant.

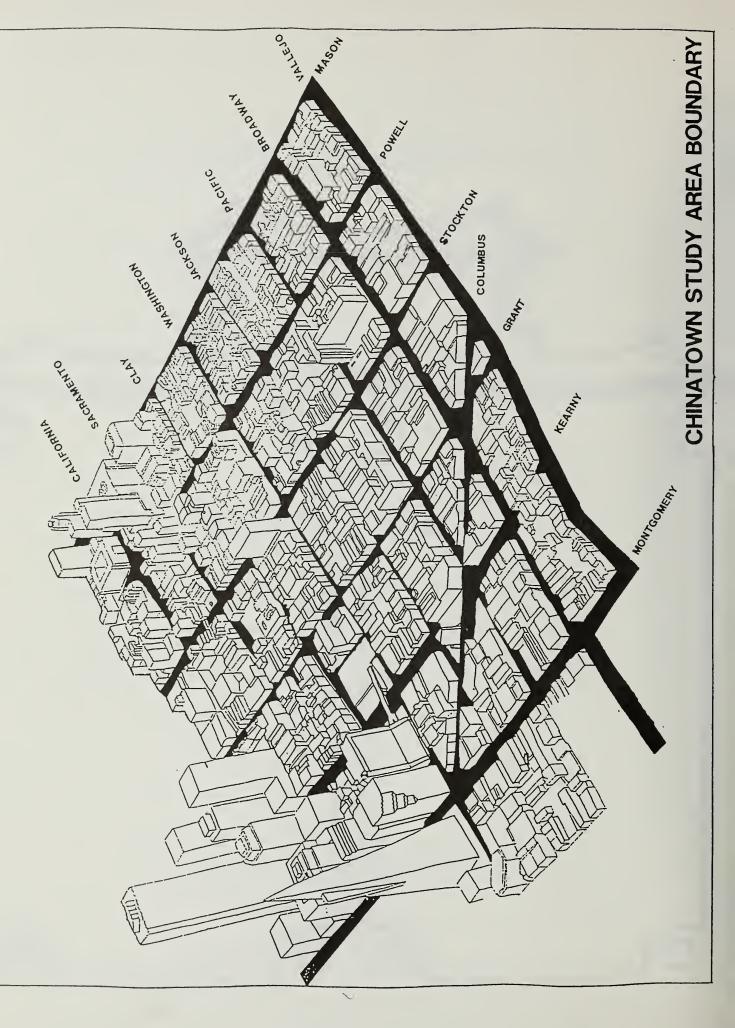
Kearny Street and vicinity have more potential for added commercial and office development than other parts of Chinatown. Any changes to Kearny or nearby properties, however, should be carefully managed in order to avoid excessive new development.

The sunny and windfree climate of Chinatown is important to the comfort of residents and visitors especially because most people walk rather than drive in Chinatown. Zoning controls should be shaped to protect the community's excellent climate.



ENVIRONMENTAL SETTING OF CHINATOWN: HISTORY, PEOPLE, LAND USE REGULATIONS, DEVELOPMENT TRENDS





INTRODUCTION

San Francisco has the oldest and the second largest Chinese American community in the United States (New York is first). Chinatown is an integral and important part of San Francisco's environment, history and character. As the city's social and economic changes affect Chinatown, planning and zoning should respond to these changed needs and conditions.

Zoning sets standards for the size, height and use of new and remodeled buildings. The zoning pattern in Chinatown has not undergone a major revision in over 15 years, and the zoning itself was not based on any overall plan for Chinatown. In the intervening years, however, a number of Master Plan policies affecting Chinatown have been adopted. In recent years there has been a considerable increase in office development in the financial district, retail development to the south of Chinatown, and high rise residential development on Nob Hill and Russian Hill. There have also been significant shifts in the population composition and needs of Chinatown's residents.

Because there are many complex needs and issues in Chinatown, the Planning and Zoning Study needs to provide significant opportunity for public participation. Six community forums will be conducted both in Cantonese and English. The forums will identify and analyze issues and Master Plan policies related to zoning problems. The forums will provide a chance for participants to understand, step-by-step, the basis for making zoning changes and to influence the conclusions reached. The Environmental Simulation Lab of the University of California will provide a scale model of the Chinatown area to test different zoning proposals.

After completion of the forums, the Planning Department will design a zoning proposal drawing on the Master Plan and on what was learned through the background studies and discussion at the forums. Then there will be formal public hearings at which all interested parties can testify and the Planning Commission and the Board of Supervisors will make the final decision on what zoning regulations will be adopted.

This first issue paper on "Environmental Setting" broadly covers the history of Chinatown, the characteristics of people now living in the Chinatown study area, the past and present zoning in Chinatown, Chinatown's land use and recent development trends and pressures in the area. After each section of the paper, there is a brief summary of issues and implications, and some questions to be discussed at the forums.

Chinatown contains blocks and streets laid out in the first official mapping of the city. Grant Ave (called Dupont Street before the Earthquake) is actually the oldest street in the City. The original activities in the area, especially around Portsmouth Square were maritime -- handling of imported goods and supplying food, drink and entertainment to travelers.

The impetus for Chinese migration to San Francisco by young men from the Canton region of China (a major port) during and after the Gold Rush involved both political conditions in China and mining and railroad building activities in California. China's war with Britain over opium (China sought to restrict its trade) had forced opening of certain Chinese Ports including Canton. Internal conditions and political upheavals motivated many young men to seek to earn money outside China, with an intent to help their families and to eventually return.

The earliest center of Chinese business in San Francisco was along Sacramento Street (1852-53). San Francisco was also a staging area during the next decade for the many Chinese engaged in mining and railroad building in rural parts of California. During the American Civil War, the Chinese also participated in emerging light industries in California--shoe, cigar and garment factories. In San Francisco, most Chinese businesses sold Chinese merchandise -- dry goods, food and medicines or provided services such as laundering. As the Chinese population grew, the Chinatown business area grew too.

Labor unrest and hostility to Chinese workers built up after the Civil War. It was largely caused by unemployment from the slow down of both the war time economy and depletion of the gold mines. Anti Chinese legislation was further stimulated by some bigoted politicians. Chinese workmen and businesses were harassed. Federal laws (Exclusion Acts) were passed to limit future migration from China. Local laws were passed that restricted Chinese businesses. Even a ghetto ordinance was once briefly in effect in San Francisco.

Strong organizations of mutual support, including consolidation of several family associations (Consolidated Benevolent Association or "Chinese Six Companies") were formed to provide support, mediate disputes and to protest anti-Chinese legislation. The restrictions on Chinese businesses and the ghetto ordinance were eventually found unconstitutional. These family associations still form an important part of the Chinatown community and occupy a number of buildings containing businesses, housing and meeting spaces.

After the Civil War to 1900, Chinatown may have actually had a larger population than lives in the same area now. It was a male enclave. By 1890, the Census indicated the total Chinese population in California was 72,472 and 96% male. By 1900, this population had reportedly dropped to 45,753 and did not increase to over 40,000 again until 1950. San Francisco's Chinatown sheltered a large share of this population.

When the original Chinatown was destroyed in the 1906 earthquake, it was quickly rebult in the same location on the south slope of lower Nob (short for "Nabob") Hill. Anti-Chinese political pressure also was felt in this rebuilding process. A civic committee recommended that Chinatown relocate to a then distant Bayshore edge of the city.

Under the leadership of the merchant, Look Tin Eli, some of the rebuilding was geared to visible identification of Chinatown as Chinese. Use of lively red, green and yellow colors, balconies with Chinese motifs, roof details, pagoda towers at the Grant and California intersection were meant to help attract shoppers to Chinese art goods bazaars and restaurants. Look Tin Eli's plan was to create "veritable fairy palaces filled with the choicest treasures of the Orient". Housing in pre World War II Chinatown still reflected the mostly male population. Chinese men, by now aging, lived in many cases in small dormitory or hotel type rooms.

The 1964-5 reforms of the immigration laws led to an upsurge of young families and permanently changed the composition of Chinese population in Chinatown and other areas of San Francisco. The need for residential space to accommodate this new population has competed with other development pressures.

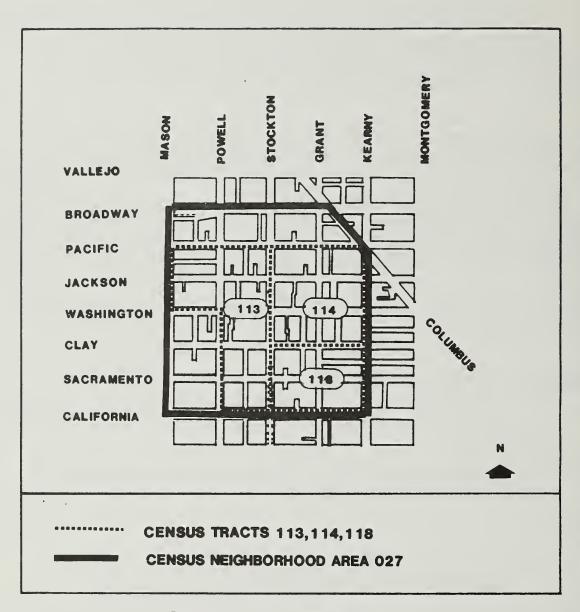
Physically, Chinatown's present commercial core, corresponding to the original settlement pattern, straddles the lower portion of the south slope of Nob Hill. It rises from the Financial District edge in terraced steps culiminating in level street intersections from 100 feet to 250 feet in elevation. Thus the east-west cross streets are quite steep and the major north-south shopping streets are relatively level. To the eastern edge the Financial District and its highrise structures form a visual canyon, although Chinatown itself slopes upward. Chinatown core buildings average only 35 ft or 3-1/2 stories in height.

Implications of Chinatown's History

- 1. There is understandable concern that laws related to Chinatown be fair, non-discriminatory and reflect standards to be similarly applied in other parts of the city.
- 2. The Family Associations with their long continuity of service are important institutions in Chinatown.

Questions

- 1. In light of past laws which were racially discriminatory, can new regulations which address the unique characteristics of Chinatown not found in most other City neighborhoods be non-discriminatory?
- 2. What special and positive role in future development can the Family Associations play?



CENSUS TRACTS AREA

RESIDENTIAL POPULATION PROFILE - CHINATOWN CORE

The 1980 Census Neighborhood Area (CNA) 027, bounded by Kearny, California, Mason and Broadway, is nearly the same as the Chinatown study area. The total 1980 population of the CNA is 10,064. Many people live alone; over 40% of the households have only one person.

The people who live in the Chinatown CNA are mostly older Chinese with single language skills. The population is 93% Asian The average age is 48.2 years. This is almost 14 years more than the city-wide average. Approximately 75% of the Chinatown Census Area population is foreign-born; the comparable city-wide proportion is 28%. Over half (57%) of the Chinatown Census Area population speaks English not well or not at all. Citywide, non-English speakers comprise seven percent. Of the adult residents, only 37% are high school graduates, the smallest proportion of any city neighborhood.

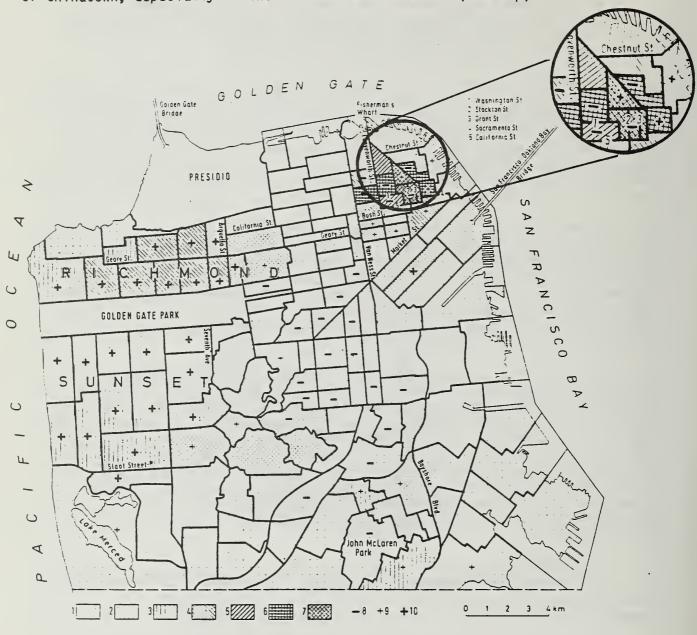
Incomes are low. The median household income in 1979 was reported to be \$10,101, about \$5,700 less than the citywide median. About 25% of all persons in the Chinatown CNA were considered to be below poverty level, compared to approximately 14% citywide. About 30% of the population has social security income; another 20% relies on other forms of public assistance. The 50% of the population who work are employed mostly in service occupations such as retail sales or in manufacturing. Families with two wage earners outnumber those with a single wage earner by 2 to 1.

Chinatown is an area of older, small sized relatively less expensive apartments and residential hotels. Sixty-one percent of the CNA housing was built before 1939. About 20% of the population is reported to live in group quarters. Citywide the percentage of population in group quarters is a little over 3%. About 87% of the population are renters, a larger proportion than the citywide average of 62%. Reported average rent in 1979 was \$179, about 1/3 less than the citywide average of \$267. Median size of unit was 2.5 rooms, while citywide the median size was 4 rooms. About 18% of the Census Area housing units were reported not to have separate bathrooms. Many residents (57%) live in the same housing as they did in 1975 which compares to 48% citywide.

Very few residents own or use automobiles in the Chinatown Census Area. More than 75% of CNA residents have no automobile. Only 14% of the working population drives a car to work. Walking is the primary means of transportation to work for over half of the people who work.

In the last decade there has been evident pressure on the housing in Chinatown. Comparison of the 1970 and 1980 Census material for the three Chinatown core tracts (113, 114, 118) shows loss of both population and housing units. While there was a 51% increase in Chinese population throughout the city, the Chinatown core tracts declined by 18% in population from 1970 to 1980. Some of this decline may have been from displacement of Filippino "manongs" (oldtimers) on from Kearny Street's "Manilatown". Comparision of 1970 and 1980 counts of housing is difficult because "group quarters" are not considered housing units. Some units in Chinatown are difficult to classify. The Census indicates a loss of 1,700 housing units. Some of this loss may be due to classification problems. (The next issue paper will look at Housing in more depth.)

Between 1970 and 1980, Chinese population in San Francisco grew by over 25,000 people. The proportion of Chinese increased in neighborhoods outside of Chinatown, especially in the Richmond and Sunset. (See map)



Chinese = 82480, % of total population = 12.2%

	Distribution Ouotient	% of total population in Census Tract	Number of Census Tract
ı	<0.5	<6.1	97
7	0.5 0.9	6,1-12,1	19
3	1.0 1,9	12,2 - 24,3	19
4	2,0 3.2	24.4 39.0	11
5	3 3 4,9	40,0 - 60,0	2
G	5,0 6,4	61,0 - 78,0	4
7	≽6.5	≥19	4

Lowest Value = 1.0%, Highest Value = 95.2%

Increase of of Chinese population 1970-1980 = 4%

	Chang	es	in	the	Census	Tract
	Decre					
9	4 - 8%	Inc	rea	se		
10	≥8%	Inc	rea	se		

During the middle 1960's liberalization of immigration laws brought considerable new Asian population to the United States and Chinatown. In the late 1970's various federal Refugee Acts further encouraged movement of displaced population out of South East Asia and provided special funds for public assistance as part of this resettlement process. The Mayors Office recently estimated that there is one refugee for every 24 residents of San Francisco. San Francisco is both a major port of entry and a secondary resettlement area for refugees returning from initial settlement elsewhere in the United States.

The San Francisco Department of Social Services (DSS) estimates 73% of its refugee caseload is from South East Asia, while 17% is from East Europe and Russia. However DSS states that longer term dependency of refugees for public aid in San Francisco is about half that for California as a whole (40% versus 90%). This is attributed to the high quality of support and training programs available in San Francisco. A major problem with transition from welfare to a minimum wage job has been loss of health care benefits, a particularly difficult problem for families with children.

A 1981 change in the Immigration and Nationality Act extends a quota of 20,000 persons annually to Taiwan and well as 20,000 persons annually from Hong Kong. This generally has increased immigration in the first four of the seven preference statuses (involving kinship links) for the Taiwanese.

The Chinatown Newcomers Service Center reports 22,940 visits in 1981 and 29,580 in 1982. Assuming four to five visits per client, the volume of immigrants and refugees seeking help in 1981 is estimated at 4,600 to 5,700 and in 1982 from 6,000 to 7,400. Po Wong, Director of the Newcomers Service says their clients generally come from Chinatown, the Tenderloin and the Richmond District. If approximately a quarter of the recent immigrants and refugees are living in Chinatown, this has put additional population pressure on limited housing resources of 1,200 to 1,800 persons annually and has probably increased the 1980 Census figure for the Chinatown Census Area by several thousand.

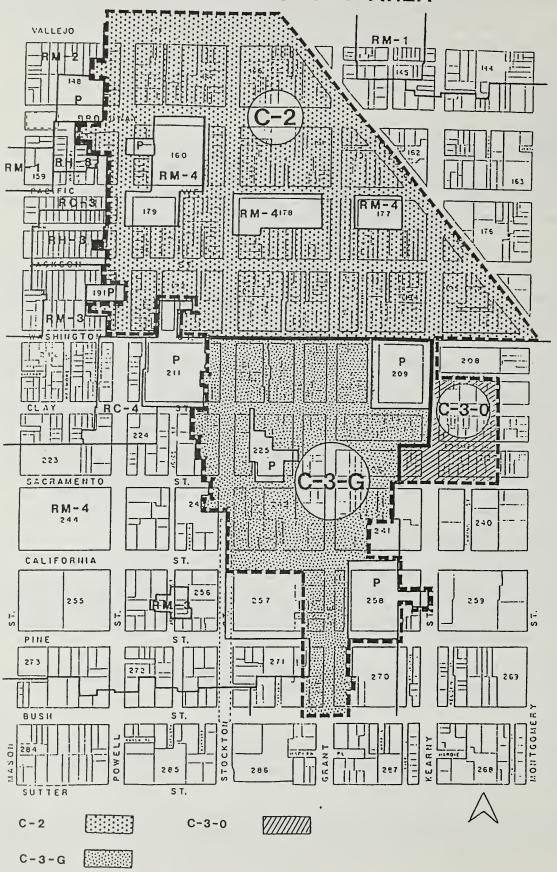
Implications of Population and Migration Statistics

- 1. The residential population of the Chinatown Core is primarily elderly, Chinese speaking, of limited income and dependent on walking or buses to get to their daily activities. This means that both social and business services need to be close by, and responsive to these special language and economic needs.
- 2. Newcomers from China, Taiwan and South East Asia have sought and will continue to seek settlement in or near Chinatown.

Questions

- 1. What is a fair way to preserve needed services and housing units in face of economic pressure to convert the space for them into more profitable activities?
- 2. How much should the Chinatown Core serve as residential space for immigrants and refugees migrants? How can maximum use be made of support services located in Chinatown if the newcomers live in other areas?

CHINATOWN STUDY AREA



LAND USE AND ZONING

Existing Zoning Controls

Since 1922, San Francisco has had zoning laws which regulate which areas of the city can and should be used for housing, business and industry. The purpose is to accommodate the balance of activities that the city needs. Another purpose of zoning is protect people from activities that conflict with liveability and usefulness of their environment. An example is preventing a factory that has a bad smell from locating next to housing. The presumption of zoning laws is that most buildings would have only a single use. However, Chinatown has always had a variety of activities close together, necessitating some special kinds of zoning. In the 1950's, a "Special Use District" was created within the Chinatown area to allow for location of sewing factories within some of the commercially and residentially zoned districts.

Zoning also regulates how high a building can be built and how much of a lot can be covered by the building. Residential zoning districts normally have provisions for yard areas for each housing unit. The first zoning in Chinatown was commercial, probably because most buildings had stores on the first floor. Thus most residential units in Chinatown lack any open space or yards. In the 1920's, the zoning rules did not yet regulate height. The first height zoning was enacted in the late 1930's near Chinatown on Telegraph Hill when Coit Tower was built to protect its visibility and view from being overtowered by tall buildings.

The present zoning for the Chinatown Study Area consists of three different kinds of commercial zoning districts--

C-2 - "Neighborhood Community Business"

C-3-G - "Downtown General Commercial"

C-3-0 - "Downtown Office"

North of Washington Street, the zoning is primarily C-2, south of Washington it is C-3-G and along Commercial and Clay between Montgomery and Kearny, it is C-3-O.

The following table summarizes the major provisions of these three different zoning districts.

SUMMARY OF EXISTING CHINATOWN ZONING CONTROLS

•	SOURTH OF EXISTING ONLINE CONTING SOURCES				
	<u>C-2</u>	<u>C-3-G</u>	<u>C-3-0</u>		
Height Districts	105'; 65' along B'Way; 88' along Grant	160'; 88' along Grant	300', 320', 400'		
<u>Uses</u>	Intended to provide conveni- ence goods & ser- vices to resi- dential areas, often along major streets.	Downtown Commercial, centered on national, international commerce, finance, regional retailing.	High quality dtn office supported by some retail and and service uses.		
<u>Building</u> <u>Sizes</u>	Can normally be 3.6 times lot area but because of proximity to dtn comml zoning can be built up to 10 times lot area.	Can be built to 10 times lot area (proposed for change to 8 in Dtn Plan)	Can be built to 14 times lot area (proposed for change to 10 in Dtn Plan)		
	Floor Area Ratio (FAR) = 3.6 to 13 (if corner lot)	Floor Area Ratio (FAR) = 10	Floor Area Ratio (FAR) = 14		
Off Street Parking	Washington - B'way Special Use Dist. allows building to be built without off street parking if size of lot less than 20,000 sq. ft.	Not required	Not required		
Housing	May be converted to commercial except res. hotels	May be converted to commercial except res. hotels.	May be converted to commercial except res. hotels.		
Garment Manufacturing	Special Use Dist. allows garment mfg. 25 machines or less in some parts of C-2 to B'way.	Special Use Dist. allows garment mfg. 25 machines or less bet. Washington & Sacramento.			

Land Use in the Twenties Through the Seventies

Old records from the 1920's indicate the commercial core of Chinatown was centered along Grant ave, between Pacific and California Streets. The California Street intersection and vicinity, with its embellished architecture generally contained businesses appealing to tourists. The rest of the approximately 250 to 300 stores catered more to the local Chinese population. At that time, there were many vacant storefronts. To the north and east of Chinatown were numerous saloons, barbers, tailors, billiard halls and remnants of rowdier entertainments directed toward single men and travelers.

The businesses of the 1920's and 1930's tended to be in the form of general merchandise stores carrying a variety of food and clothing items rather than specialty stores. In the 1920's, Chinatown's population was 85% male and no longer young. There were a few first generation families of merchants. Japanese merchandise and art goods stores clustered south of California along Grant. A scattering of garment, noodle and cigar factories were interspersed with other uses. There were few saloons within Chinatown itself. The frugal life styles and great family loyalties of Chinatown residents was illustrated by the fact that remittances to relatives in China averaged \$40 per year in the 1920's. By 1930, throughout California women were 25% of the Chinese population.

During world war II Japanese stores on the south end of Grant Ave closed. For the Chinese, there were some favorable changes in both immigration laws and land ownership restrictions. After the war more housing was available in other parts of the city and Bay Area and family life and household structure tontinued to normalize. It was not until the 1968 Immigrant Act and its real reforms that Chinatown itself felt considerable waves of change and again had a considerably expanded immigrant population.

The Department of City Planning's 1970 land use study which was summarized by Census Tract provides an interesting benchmark, as shown on the table below:

מדמד	I DAID	107	CHINATOWN	CODE	CENSIIS	TDACTS
27		1	TO THE STATE OF	1 8 7	- 10	1 8 4 1 1

	CT 113	CT 114	CT 118	Acres	Percent
Pesid.	7	2	1	10	25
Commercial	3	8	5	16	40
Indus.	2	1	1	4	10
Instit.	2	1	1	4	10
Public	2	1	1	4	10
Net Area	17	74	9	40	100%

In 1970 about 1/4 of the ground floor land area of the core area tracts was residential with more housing space located on the east side and beyond. The 10% industrial use relected the location of garment factories for which special zoning provisions had been made about a decade before to allow their location in residential and commercial zones. In 1970 about 40% of the core ground floor space was commercial.

Land Use in the Eighties

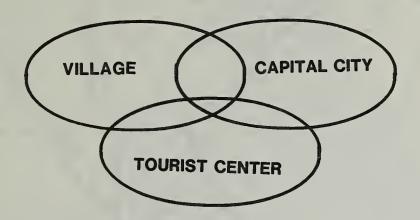
By 1983, the Study Area (the commercially zoned parts of Chinatown) had a changed ground floor land use pattern as shown below.

1983 LAND USE IN CHINATOWN REZONING STUDY AREA

	Acres	Percent
Residential	4	7
Commercial	37	57
Industrial	7	11
Instit.	2	3
Public	2	3
Other	14	22
Net Area	66 acres	100.0%

Even though the 1970 set of Chinatown Census tracts did not have the same boundaries as the 1983-4 Study Area, it appears there has been a shift away from residential use and toward a larger share of commercial activities. There have also been shifts within the commercial land use categories. Financial institutions and certain types of retailing such as jewelry stores have increased in numbers. In 1970, 15 banks and financial institutions were located in the Chinatown Core, but by 1983 there were 22. Similarly, the number of jewelry stores increased from 15 to 49 between 1970 and 1983.

Present land use can be analyzed in a number of ways besides looking at extent of the different land uses. One perspective is to examine the broader nature of the activities and major purposes of Chinatown. Such purposes can be summarized in terms of Chinatown's three major roles: (1) a residential village, (2) a capital city for the larger Chinese population of the Bay Area and (3) a center for tourism.

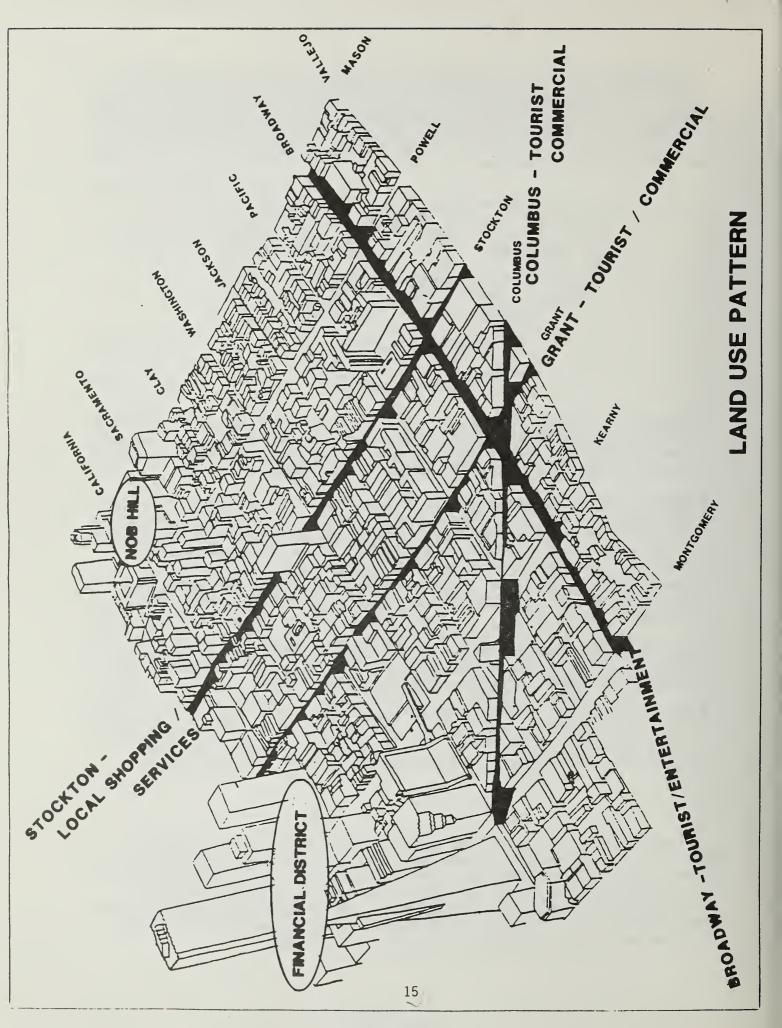


- Residential Village This village has 10,000 to 15,000 population primarily elderly and recent refugee/immigrant households. It has its own language and institutions, social services agencies and groceries, fish and meat markets, bakeries, herbalists and other small shops.
- Capital City Chinatown functions as a capital city and center of civic, religious and political organizations, as well as a specialized shopping area for the larger Chinese population of the Bay Area. According to the 1980 Census there are over 143,000 Chinese in San Francisco and the surrounding counties of Contra Costa, Alameda, Marin and San Mateo. However, about 60% of this population (84,480) live in San Francisco. Twenty years ago (1960) the Chinese population of the Bay area was only 53,000.

Those who use Chinatown as a capital city often make their trips on weekends which are also a peak time for other visitors. This creates especially congested traffic on Saturdays and Sundays.

• Tourist Attraction The San Francisco Convention and Tourist bureau reports about 2.5 million visitors to San Francisco in 1980 to 1982. Surveys have indicated that at least three out of four visitors come to Chinatown. This leads to a potential tourist population of up to 50,000 people a day.

These different functions are each of great importance by themselves. They are also interrelated to the other functions and need to be balanced. At times tourists may outnumber the local residents, but it is the presence of the village which reinforces the special character of Chinatown that the visitors enjoy. Tourist services are also a major component of the Chinatown job base for local residents. (Commercial development and the job base of Chinatown will be the subject for the third forum paper).



Linear Land Use Patterns - Character of Major Streets

Another perspective on land use is to look at the major streets -- the eight or nine block segments of Grant Avenue and Stockton Street, the major north-south streets in Chinatown. Although zoning districts cut across Washington Street and theoretically split "downtown" and "community commercial" areas between the southern and northern parts of Chinatown, the actual pattern shown below has more neighborhood (village) related activities to the west on Stockton Street and more tourist and visitor services to the east on Grant. The east-west streets and most alleys also have more neighborhood activities and generally more housing than the north-south streets.

Stockton Street, between Washington and Broadway has a concentration of food shops including grocers, butchers, fish markets and bakeries, serving Chinatown residents and Chinatown restaurants. Chinese restaurants are concentrated in the north east part of Chinatown, along the east west streets, Washington and Jackson. They benefit from proximity to food suppliers.

Many retail shops carrying gift merchandise are located along Grant Avenue. They help create a shopping corridor between the downtown retail area south of Grant Ave and the restaurant sector.

Locally directed services and organizations such as insurance companies, herbalists, laundries, beauty shops, travel agents, employment agencies, newspapers, family associations and social clubs tend to locate on the interior streets and alleys in the south east portions of Chinatown and along more southern parts of Stockton Street. Professional services such as law and public accounting tend to locate closer to the financial district. Some of these services are directed both to local residents and the larger Chinese community. Some financial offices without a Chinatown service base also are located close to the financial district

The locational pattern for sewing factories favors less intensive commercial sites along minor streets or alleys, including Pacific, Commercial Street, Spofford, and Ross Alleys.

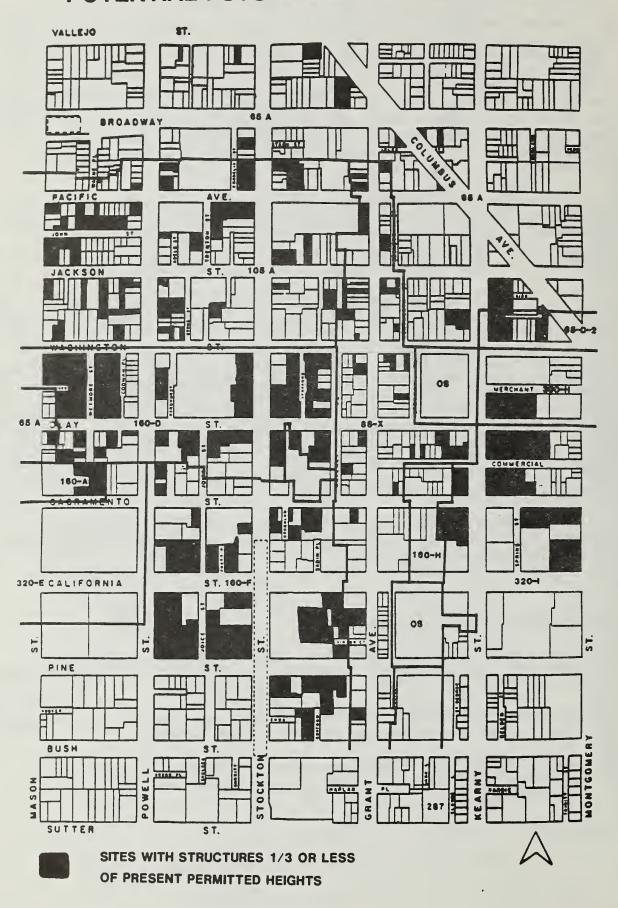
Implications of Zoning and Land Use

- 1. Existing zoning allows changes in the balance between housing, local businesses and offices with potential loss of housing and local businesses to activities not functionally related to Chinatown.
- 2. Existing land use has achieved a rough balance of uses for the village, capital city and visitor-serving functions of Chinatown.
- 3. The zoning pattern really does not reflect the Grant Avenue/Stockton Street pattern of tourist and local shopping/services which exists in Chinatown.

Questions

- 1. How can zoning or new regulations help keep a balance of uses?
- 2. What limits, if any, should be put on office uses?

POTENTIAL FUTURE DEVELOPMENT SITES



RECENT DEVELOPMENT TRENDS IN THE CHINATOWN VICINITY

Present development pressure on Chinatown is strong. Between 1970 and 1984, five major projects, three of which were involved public funding, were constructed in or near Chinatown. The Holiday Inn - Chinese Cultural Center and the Mei Lun Yuen housing complex were Redevelopment projects. Sixteen buildings containing approximately 2.5 million square feet are currently approved and under construction. There are seven highrise office buildings of up to 38 stories being contructed on the downtown edges of Chinatown to Washington Street. Five projects being constructed within the Chinatown study area itself are lower scale -- four to ten stories in height. Four of these smaller projects are mixed office and retail and one is housing with ground level commercial. Finally there are four additional smaller scale office buildings now being built in the Jackson Square area or on other preservation sites.

Twelve pending applications totaling more than 1.5 million square feet have been filed with the Planning Department but are not yet approved by the Planning Commission. Three of these projects are within the Chinatown study area itself. Two more highrises are proposed on the financial district edge of Chinatown -- a 28 story structure at 505 Montgomery and a 26 story structure at Pine and Kearny. Several new projects are also proposed in the financial district along Bush Street including offices and a condominium project. Several hotel projects are proposed.

The Potential Development Map shows sites where the buildings are 1/3 or less of the presently allowed height. The scale model of Chinatown can be used to show what would happen if all these lower height buildings were replaced with maximum height buildings.

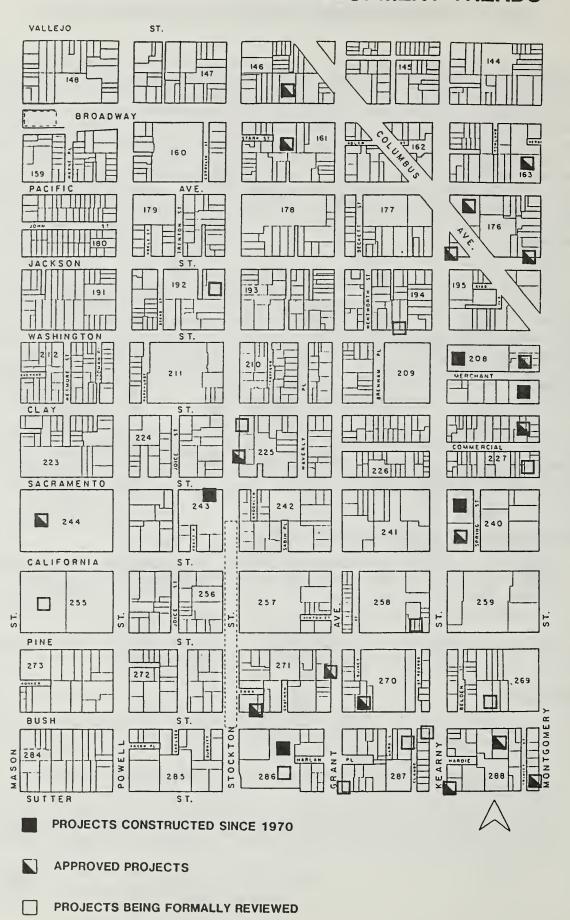
<u>Implications of Recent Development Trends</u>

- There has been an acceleration of private new development in the vicinity of Chinatown after 1980. Between 1970 and 1980, public investment (redevelopment) or other public financing was involved in three out of five major projects.
- 2. Recent proposal have been within the Chinatown commercial core as well as as on the financial district edge.

Questions

- 1. How much have or will these developments reduce the amount of housing units in Chinatown?
- 2. How important is public investment in stimulating desired types of development?
- 3. Which kinds of new development are most desired? Are there problems of scale (conflict in size) between some of the 160 foot proposals and the existing activities?

CHINATOWN VICINITY DEVELOPMENT TRENDS



PROJECTS CONSTRUCTED 1970 - 1984 IN CHINATOWN VICINITY

Block/Lot	Ref. No.	Name & Address	Type	Total Sq. Ft.
208		601 Montgomery	19 story office	250,000
208	EE 76.434	Holiday Inn - Chinese Cult. Cntr.	27 story hotel & 5 level garage	510,000
240/16	80.232.E	550 Kearny	4.5 floor office addition	71,400
243	EE74.61	Mei Lun Yuen Stockton/Sacramento	3-12 story housing - 185 units	151,000
286		Sutter Stockton Garage	555 parking spaces added '76	200,000

NEW PROJECTS APPROVED BY PLANNING COMMISSION OR UNDER CONSTRUCTION IN CHINATOWN VICINITY, FEBRUARY 1984

Block/Lot	Ref. No.	Name & Address	Туре	Total Sq. Ft.
146/6	82.301ECV	644 B'Way World Theatre	4 story office & cellar theatre	51,300
161/40	EE80.191	Mirawa Center	8 story office & retail	66,650
163/5	EE81.1	901 Montgomery		81,800
176/16	81.673EACV	Columbus Pacific Savoy Garage	5 story office & retail w/garage	124,000
176/11	82.368E	900 Kearny Golden Coin S & L	6 story office	29,900
176/7	83.229EAC	801 Montgomery		38,000
208	81.102EDCQ	Washington/Montgomery	24 story mixed use tower 48 condos	239,000 84,000
225/14	81.403ED	814 Stockton Ning Yung	10 story mixed use 28 condos	6,800 24,000
227	EE80.296	Bank of Canton	18 story office & bank bldg.	230,500
240/7	81.705ED	580 California	23 story office	329,500
244	82.57E	Fairmont Hotel	addition	
270/10,33	81.175ED	466 Bush		94,500
271/14	83.13E	582 Bush	ll story office	18,900
271/1A	81.517	453 Grant	7 story retail & office	33,700
288/29,21 23,26,28	81.461EC	333 Bush	38 story mixed use 40 condos	519,000 100,000
288/2,3, 4,5,6	DR80.24	101 Montgomery	28 story office	268,900
288	81.687ED	222 Kearny	10 story office	160,000

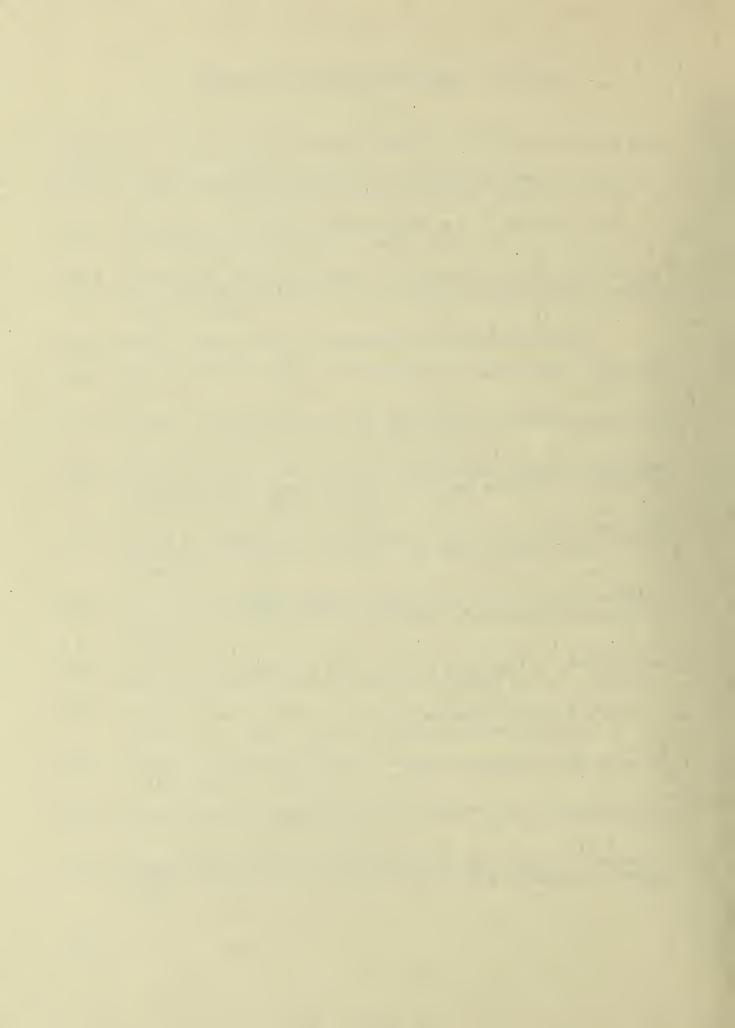
PROJECTS UNDER FORMAL REVIEW IN CHINATOWN VICINITY, FEBRUARY, 1984

Block/Lot	Ref. No.	Name & Address	<u>Type</u>	Total Sq. Ft
192/1 , 2 34	82.412ED	Stockton & Jackson	9 to 11 story retail & hsg.	294,000
194/7A	83.128E	732 Washington	7 story office clubhouse	28,000
225/17/19	83.454E	888 Stockton	180 rm hotel	95,450
227	82.463ED	505 Montgomery	28 story office	366,400
228/10	83.422E	560 Sacramento	hsg, office, retail	103,200
255	83.522E	Mark Hopkins	6 story addition	35,800
258/4,5	81.131E	Pine/Kearny	26 story office	322,500
269/2,2a,3	83.265	350 Bush Mining Exchange	demolition	
286/17,24	82.313ECR	Sutter Stockton Garage	350 stall addit.	120,000
287	83.91ED	237 Kearny/Bush	18 story office	131,000
287/13,14	83.385E	Sutter Grant	10 story retail and office	105,000
287/23	84.37E	Bush at Claude Ln	14 story 210 rm hotel	142,000

ZONING AND PUBLIC POLICY HISTORY OF CHINATOWN

- 1952 & 1961 Ping Yuen public housing completed; sites residentially zoned.
- 1958-59 Garment Shop Special Use District enacted; allowed manufacturing in commercial and residential zones; 25 machine limit.
- 1962 Construction of 33 story Hartford Building (next to Old St. Mary's) caused major controversy over construction.
- 1964-5 Construction of Mandarin Towers at Washington and Stockton Streets exceeded the Department of City Planning's proposed height limits on Stockton Street.
- 1968 Downtown zones revised. C-3-G zoning extended to Washington.
- 1968 Enactment of height limit of 88 feet (twice street width) along Grant Ave.
- Holiday Inn (Chinese Cultural and Trade Center) Redevelopment project completed; design and other controversies.
- 1971-2 Sedway Cook "701" Study. Defined housing and recreation needs and opportunities. Policies from study adopted as advisory in 1972 by Planning Commission (Res. 6922).
- Adoption of Communty Facility Element of Master Plan (Res 7646) which gave high priority for location of new multipurpose center in Chinatown.
- 1978 Demolition of I Hotel despite attempted use of City subsidy progrms; highlighted Chinatown housing needs and pressures on residential hotels.
- 1978 Enactment of Washington-Broadway Special Use District provided for parking exemption on lots less than 20,000 sq. ft. in C-2 zones.
- 1979 Chinatown Core Area Circulation Plan recommended improved transit services, bus lanes, perimeter parking lots and shuttles.
- 1982 Stockton Sacramento Redevelopment Project completed; huge volume of applications for residential units.
- Enactment of height reclassification of area around Chinese Playground to protect sunlight on playarea.
- 1983-4 Downtown Plan published by Department of City Planning, recommends separate study of Chinatown area, rather than inclusion in downtown zones.



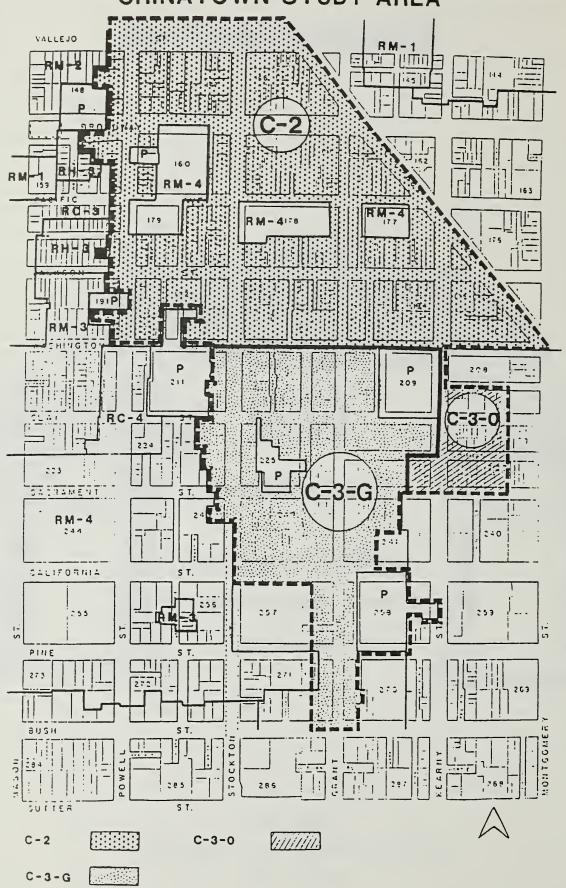


HOUSING IN CHINATOWN



prepared by
San Francisco Department of City Planning
March , 1984

CHINATOWN STUDY AREA



CONTENTS

I. INTRODUCTION

II. REVIEW OF SAN FRANCISCO HOUSING POLICY & PROGRAMS

- A. Master Plan Residence Element (1983)
- B. "701" Chinatown Housing and Recreation Plan (1972)
- C. Community Development Block Grant Objectives and Strategies (1983)
- D. Residential Hotel Ordinance (1981-2)
- E. Rent Stabilization Ordinance (1981)
- F. Evaluation of Code Enforcement Programs
- G. Existing Loan and Grant Programs

III. HOUSEHOLD CHARACTERISTICS AND INCOMES IN CHINATOWN

IV. EXISTING HOUSING IN THE STUDY AREA

- A. Residential Hotels
- B. Apartment Units
- C. Code and Seismic Issues

V. COMMUNITY SERVICE AGENCIES -- AND THEIR RELATION TO HOUSING

VI. OBSTACLES TO ADDITIONAL HOUSING IN CHINATOWN

VII. WAYS TO OVERCOME THE OBSTACLES

- A. Actions
- B. Alternate Mixed Use Design Concepts

DISCUSSION QUESTIONS

APPENDICES

- A. List of Residential Hotels
- B. List of Apartments
- C. List of Service Agencies

Note: Comments and additional ideas related to this issue paper or on the subject of housing in Chinatown are welcomed at the April 3 and 4 Forums. You can also telephone or write to: Lois Scott and Lulu Hwang Mabelitini, Chinatown Planning and Rezoning Study Team, Department of City Planning, 450 Mc Allister Street, Room 405, San Francisco CA 94102. Telephone: 558 2683 or 558 2266.

I. INTRODUCTION

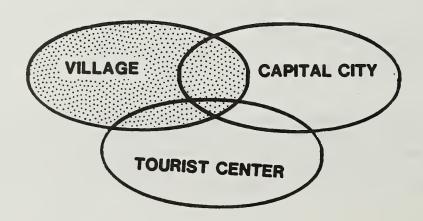
The February 28 and 29, 1984 community forums on the environmental setting of Chinatown indicated a deep concern with the need for housing in Chinatown. George Suey said, "Thousands of people are waiting for housing in this Chinatown Core Area. The priority in the Chinatown Area is housing, and more housing." Former San Francisco Planning Director Allan Jacobs reflected on "how long it took and what it took to get housing, especially affordable housing" which suggested "the overwhelming importance of being extremely cautious with housing that exists right now." This issue paper focuses on housing -- a major component of Chinatown's function as a residential village in balance with its roles as a major visitor attraction and as a capital city for the Chinese population of the Bay Area.

This paper reviews existing Master Plan and Chinatown policies on housing, as well as major City ordinances which have affected housing in Chinatown. Demographic trends in the size and incomes of Chinatown households are described. Single person households which predominate in Chinatown have very small incomes. An inventory of existing housing in the study area is included—where the housing is, how many units, and how much space. The paper also addresses code and earthquake issues and discusses the extent of housing rehabilitation which has been occuring.

Because of the comments made at the last forum on the important support roles of public service agencies, there is also a description of their activities in the Chinatown vicinity.

Given the community's concern about housing, there is a need to look at some of the obstacles to creation of new housing and to preservation of existing housing. We therefore analyze what actions and particularly what changes in zoning regulations could encourage housing.

Finally we look at some possible types of mixed use housing development, which include both residential and retail or business space, in Chinatown. We draw from some recent proposals and some hypothetical designs. The third issue paper on employment and commerce to be prepared in April will provide a further dimension to the issue of balancing space for housing with space for other kinds of uses.



II. HOUSING POLICY & PROGRAMS

Residence Element

The Residence Element of the San Francisco Master Plan (1983) provides the basis for the City's enactment of zoning and other regulations affecting housing. It identifies long range goals and objectives and outlines a strategy for achieving these objectives.

The first two Residence Element objectives declare that new housing should be for all income groups and should preserve and contribute toward neighborhood quality. The third objective of the Element strongly endorses retention of existing housing. Other policies seek to maintain and improve the physical condition of existing housing and to avoid or mitigate hardships imposed by displacement. Providing quality living environments including appropriate public improvements, amenities and accessible commercial services is also a major objective.

The "701" Chinatown Housing and Recreation Study

In September 1970, the City Planning Department initiated a study (funded by the U.S. Department of Housing and Urban Development under section 701 of the Housing Act) to develop a plan of immediate and long range actions to improve housing and recreation conditions in the Chinatown-North Beach area. The study advocated considerable further federal, state and city assistance for implementation. It included objectives and policies as well as construction targets for the next ten years. The "701" study area included more than 230 blocks and encompassed most of the northeast part of the city, north of Pine Street and east of Van Ness Avenue. Drawing on this study, the Planning Commission in 1972 through Resolution 6922 adopted a series of objectives and policies "as a general guide in preparing and evaluating proposals for improving conditions in the Chinatown North Beach Area".

These objectives included:

- Stabilize population density while retaining residential diversity.
- 2. Increase residential development for low and moderate income households in Chinatown-North Beach.
- 3. Encourage residents' involvement and responsibility for existing and future housing.
- 4. Increase social and economic opportunities in implementation of housing programs.

The consultant study called for construction of 2,300 new units and rehabilitation of 1,950 units within the 701 study area over a ten year period from 1972 to 1982. The City Planning Commission endorsed housing targets for the first two years. These included planning and develoment activities for the Stockton-Sacramento (Mei Lun) project; study of code enforcement programs and feasibility of low and moderate housing development for two underdeveloped sites.

The 701 plan has acted as a guide for both housing and recreation programs, but the numerical targets were never achieved. Zoning on some of the opportunity sites didn't encourage housing. Redevelopment techniques for some of the recommended sites met with owner and community opposition. Slower paced voluntary code and rehabilitation programs were chosen rather than more accelerated Rehabilitation Assistance (RAP) programs.

Community Development Block Grant Plan

The 1984 Community Development Program outlines further objectives and strategies for the use of Community Development Block Grant funds available to the City under the Housing and Community Development Act of 1974. In 1984, \$1.8 million out of the City's total \$20-21 million program was allocated to Chinatown-North Beach Neighborhood Strategy Area. Chinatown North Beach NSA Housing objectives included:

- 1. Maximize housing opportunities for low and moderate income residents of Chinatown and North Beach.
- 2. Stress rehabilitation and correction of seismic hazards and substandard buildings.

In addition, the Block Grant Plan objectives emphasize improvement of environmental quality of the area and protection and enhancement of neighborhood commercial services and community facilities. Block grant funding also provides rehabilitation loan programs on a city-wide basis. Many of these loans have been made in Chinatown.

Residential Hotel Ordinance

A substantial portion of the city's residential hotels (as contrasted with those serving tourists) are located in Chinatown. Enactment of the Residential Hotel Conversion and Demolition Ordinance in 1981, which restricted further conversion of existing residential hotel units to tourist or other commercial use, established a public policy protecting residential hotel units. The public concern over the demolition of the International Hotel in the 800 block of Kearny in 1979 was instrumental in the enactment of the ordinance.

The ordinance restricts permanent conversion of residential hotel units to commercial uses by requiring permits for such conversions and by imposing replacement requirements. Residential hotel operators are required to report to the city on their units. However, the ordinance does not provide full protection for residential hotel units. It allows payment of partial replacement costs or actual replacement of units on another site. There is concern that this provision may result in loss of some hotels in cases where the land is very valuable for some other use. Another issue involving the present ordinance is that cost and location of replacement units is not specified.

Rent Stabilization Ordinance

This ordinance controls annual increases in rents for apartments in buildings with four or more units to specified percentages. Originally set at 7%, the annual increase was recently limited to 4%. Costs of certain kinds of improvements may be passed on to tenants.

Code Enforcement Programs

In 1979 the City Planning Department evaluated the feasibility of a Rehabilitation Assistance Program (RAP) designation for 49 blocks in the Chinatown North Beach Area. This study showed other rehabilitation financing programs would be more acceptable to the community. Findings of the study indicated multi family structures were already subject to systematic code enforcement and that under this process 15% of structures in the area were being brought up to code. 20% of smaller structures in the area had had permits for code or other work during 1977 and 1978. Finally the very low vacancy rate indicated that displacement hardship under an accelerated program such as RAP would be a hardship. The study also pointed out alternative rehabilitation financing was available to property owners.

Existing Loan and Grant Programs

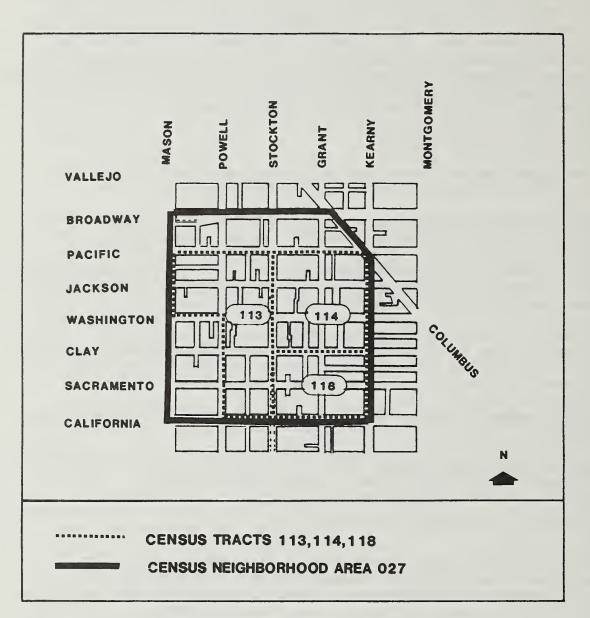
Four major housing loan and grant programs administered through the Mayor's Office of Housing and Economic Development include:

1) Community Housing Rehabilitation Program CHRP (using Block Grant funds)
This program provides low interest deferred payment rehabilitation loans for
correction of Housing Code violations. The loans have a ten year term.
Eligible structures have at least 51% low income occupancy and owners agree to
preserve affordability for term of the loan. The loans are available to
non-profit organizations and low income owner occupants.

Since 1981, 380 housing units in the study area vicinity have been rehabilitated using a combination of CHRP and the other deferred payment loan program. The Chinatown Community Housing Corporation (CCBC) and Asian, Inc. assist owners in processing and use of these loans.

- 2) Deferred Payment Loans (using State funds) Has been used in conjunction with CHRP.
- 3) <u>Home Improvement Loan Program</u> (HILP) These loans are for owner-occupants of one to four unit dwellings and are not much used in Chinatown.
- 4) Site Acquisition (using Block Grant Funds) Since 1981 \$1,471,101 has been spent for projects with 221 units of housing in the Chinatown-North Beach area.

An additional privately funded program was undertaken from 1980-83 by the CCHC with San Francisco Federal Savings and Loan. Seventeen buildings containing a total of 140 units were rehabilitated with \$1.8 million in loan funds.



CENSUS TRACTS AREA

III. HOUSEHOLD CHARACTERISTICS AND INCOMES IN CHINATOWN

Changes in Household Characteristics 1970 - 1980

Comments made at the last Community Forum indicated that to understand housing needs, it is important to know more about recent changes in the kinds and sizes of households and their incomes. In the three Chinatown Core census tracts (113, 114, 118) approximately 45% of housing units in 1970 were occupied by families (a husband and wife, with or without children or one parent with children) and 55% by "non family" households (usually single persons). By 1980, the Census reported that only 34% of housing was occupied by families, while 66% (almost 2/3) was occupied by single persons.

The total number of children 16 years and younger living in the three Chinatown Core tracts in 1980 was reported to be 916 or about 14% of the total population in the Core tracts. In 1970, there were 1,576 children 14 years or younger or about 17% of the total population.

TYPES OF HOUSEHOLDS IN CHINATOWN CORE TRACTS 1980

Tract 113	<u>Tract</u> 114	<u>Tract</u> <u>118</u>	Core Tract Total		
478	402	211	1091		
193	145	90			
40	83	35	90		
97	83	35	215		
30 60	27 45	9 13			
				1396	34%
502	236	321	1059		
234	1140	271	1645		
5				2704	66%
	113 478 193 40 97 30 60 502 234	113 114 478 402 193 145 40 83 97 83 30 27 60 45 502 236 234 1140	113 114 118 478 402 211 193 145 90 40 83 35 97 83 35 30 27 9 60 45 13 502 236 321 234 1140 271	113 114 118 Tract Total 478 402 211 1091 193 145 90 40 83 35 90 97 83 35 215 30 27 9 60 45 13 502 236 321 1059 234 1140 271 1645	113 114 118 Tract Total 478 402 211 1091 193 145 90 40 83 35 90 97 83 35 215 30 27 9 60 45 13 502 236 321 1059 234 1140 271 1645

^{*}Under 18 years

TYPES OF HOUSEHOLDS IN CHINATOWN CORE TRACTS 1970

	Tract 113	Tract 114	Tract 118	Core Tract Total		
Married Couple Family	656	617	251	1524		
With own children* Without own children	298	278	102			
Family with Male Head	53	61	30	90		
With own children* Without own children	31	50	11			
Family with Female Head	89	102	30	221		
With own children* Without own children	31 60	50 45	11 13			
All Family Households					1889	45%
Non Family Households	659	940	477	2076		
Persons in Group Quarters	188	26	11	225		
All Single Person Household	is				2301	55%

^{*}Under 18 years

SINGLE ELDERLY HOUSEHOLDER

Sketch Courtesy of

Asian Neighborhood Design

Incomes For Family and Single Person Households

The income for single individuals is much less than for families as shown below:

INCOME MEASURES 1980 CHINATOWN CORE TRACTS

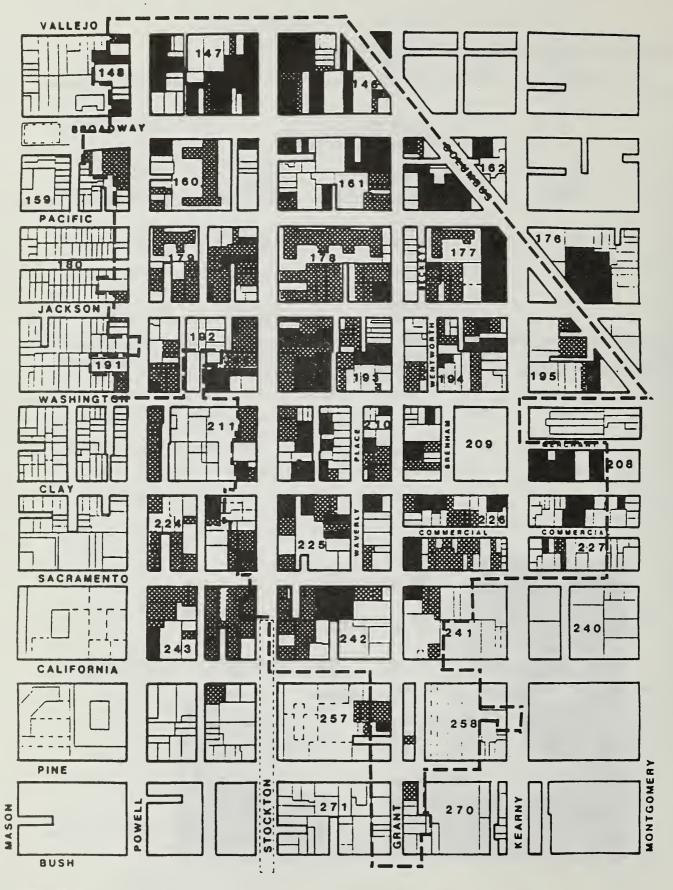
Census Tract	Median Family Income	Median Single Person Income
113	\$16,286	\$5,417
114	\$11,711	\$3,873
118	\$14,357	\$4,641

The implication of these differences is that single persons have very limited ability to pay rents. Rents at 25% at the ideal level of 25% of income for single persons in the Core tracts would be \$81 to \$113 per month.



MEI LUN YUER

LOCATIONS OF APTS. & RES. HOTELS





APARTMENTS



RESIDENTIAL HOTELS

IV. EXISTING HOUSING IN THE STUDY AREA

Residential Hotels

City records indicate 3,842 residential hotel rooms on 110 parcels of land are located in the Chinatown study area vicinity. Map 3 shows the distribution of these hotels. They are generally located along Broadway, Columbus and Kearny Streets and between Stockton and Grant Street. Most are located on second stories and above. The average rent in the beginning of 1984 was \$115 per month. Reflecting the "bachelor society" of Chinatown's past, the average room size are small; some are ten feet by ten feet or less.

Apartments

The San Francisco Bureau of Building Inspection data on apartment units, 1982 shows that 2,756 apartment units are located on 192 parcels of land in the Chinatown study area vicinity. The average number of apartment units per building is 14. As with residential hotel rooms, their average size is small. There is a large cluster of apartment units along Pacific including the Ping Yuen housing public housing buildings. A significant share of apartment housing in the study area (422 units or 16% is composed of Ping Yuen units). Unlike other housing in the study area, Ping Yuen buildings are residentially zoned.

Map 3 shows the extensive nature of housing in the Chinatown Core; each block in the study area has a significant amount of residential space -- keeping the village very much in evidence everywhere. Appendix A and Appendix B contain a detailed enumeration of residential hotel and apartment buildings.

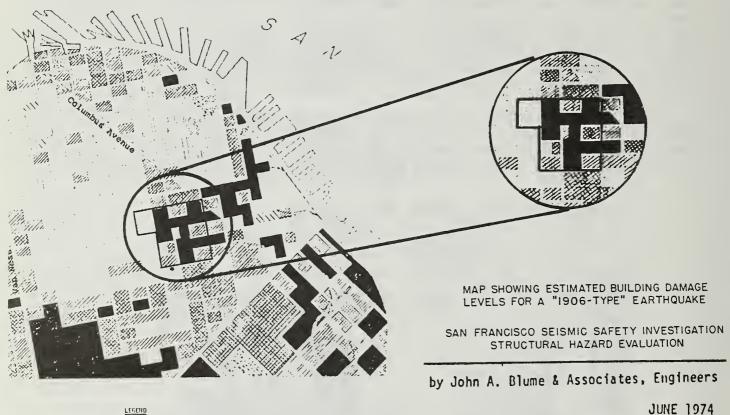


STOCKTON STREET LOOKING SOUTH - housing above commercial uses

Seismic Issues

Most structures in Chinatown are masonry buildings which are more than forty years old. This has presented a perennial problem of seismic hazard. The City's Building Code stipulates buildings undergoing conversion of use have to comply with the Seismic Code by providing structural reinforcement. However, existing older unreinforced buildings which stay in the same use may remain without additional reinforcement.

Prof. Mary Comerio of the Department of Architecture, University of Califoria Berkeley, with the encouragement of the Department of City Planning and concerned community organizations has been seeking foundation funds for a study to develop guidelines for low cost seismic upgrading of unreinforced masonry in Chinatown. Initial application of such upgrading would be directed to non-profit housing development corporations.



NOTES

JUNE 1974

SEVERE DIMAGE REAVY GRIVAGE

MODERATE DAMAGE SLIGHT DAVAGE

INFORMATION NOT AVAILABLE OR BOT IN STUDY

ESTIMATED DAVAGE LEVELS ARE PLOTTED ON A DLOCK-AVERAGE BASIS FOR LUILDINGS EXISTING IN DECEMBER 1973. THE AVERAGE FOR EACH BLOCK WAS COMPUTED FROM DAMAGE ESTIMATES FOR EACH BUILDING MEIGHTED ACCORDING TO THE NUMBER OF STORIES.

IN NO CASE SHOULD DAMAGE INTENSITY DATA BE APPLIED TO INDIVIDUAL BUILDINGS FOR WHICH DAMAGE CAN BE ESTIMATED ONLY BY SPECIFIC ANALYSIS. HD SPECIFIC AMALYSIS OF ANY BUILDING HAS BEEN CONDUCTED IN DR FOR THIS INVESTIGATION, THE BUILDING DATA USED ARE THOSE DBTAINED FROM THE CITY ASSESSOR'S RECORDS AND THE ESTIMATION OF DAMAGE HAS BEEN BY APPROXIMATE, STATISTICALLY BASED METHODS. DATA ON LARGE AREAS OR FOR AVERAGE DR STATISTICAL USES, ARE EXPECTED TO DE MEANINGFUL FOR OVERALL PLANNING AND RELATED PURPOSES.

GROUND MOTION AND BUILDING RESISTANCE TO GROUND MOTION ARE NIGHLY RANDOM VARIABLES DETEN WITH EXTENSIVE VARIATIONS FROM AVERAGE CONDITIONS THE DATA IN FIGURE A ARE FOR AVERAGE CONDITIONS, AND VARIATIONS OR EX EPTIONS IN EITHER DIRECTION CAN BE EXPECTED IN ANY LOCAL AREA.

V. COMMUNITY SERVICE AGENCIES -- THEIR RELATION TO HOUSING

Service Agencies

As Henry Der stated at the last Community Forum, "Social services, health services and educational services are very much an integral part of the fabric of life in Chinatown. A total of approximately thirty-eight public service agencies serve Chinatown. Twenty six are located within the Chinatown Study Area. Many are concentrated north of Stockton Street in the less commercial areas of Chinatown. Chinatown has the largest number and the greatest concentration of such services of any San Francisco neighborhood. A detailed list of agencies is presented in Appendix C.

CLIENT GROUPS OF CHINATOWN COMMUNITY AGENCIES

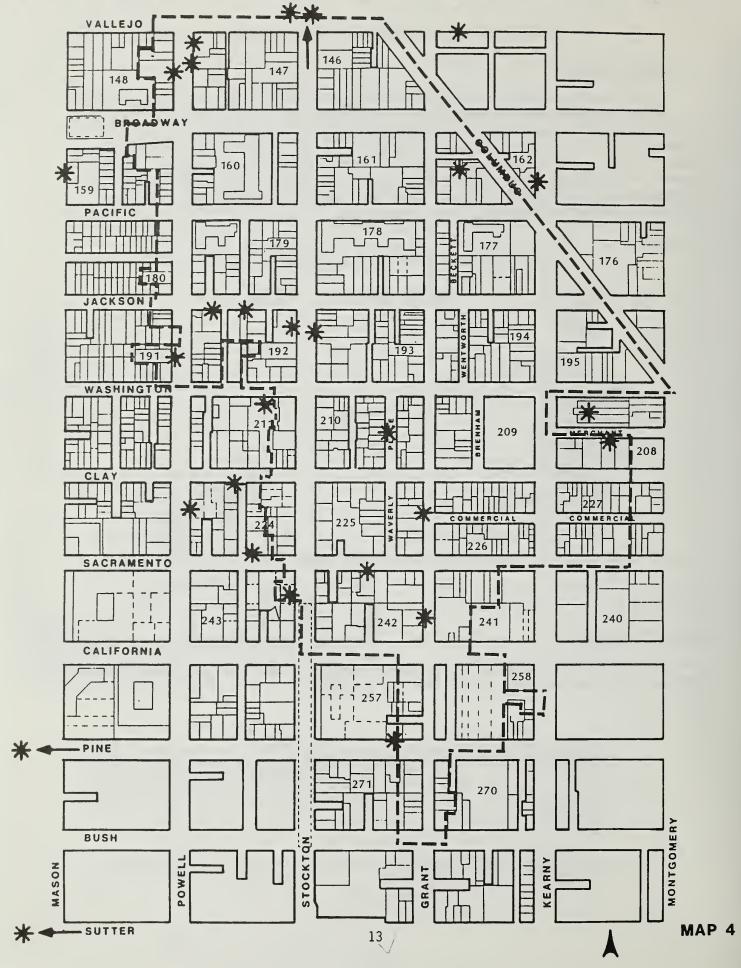
Primary Client Group	No. of Agencies	Percent
Elderly	5	13
Adults	10	26
Youth	2	5
Children	5	13
Immig./Refugees	1	3
All Age Groups	15	40
Total	38	100%

Housing Agencies

Eleven service agencies in Chinatown either directly provide special forms of housing or provide help with housing problems.

- Chinese Community Housing Corporation (CCHC) is a non profit development firm whose purpose is to preserve and expand low income housing; CCHC owns, manages and rehabilitates buildings, including the Clayton Hotel, 1204 Mason (owns) and 523 Grant (manages).
- On Lok Senior Health Services provides housing for handicapped, frail, low income elderly.

LOCATIONS OF COMMUNITY SERVICE AGENCIES



- Salvation Army provides housing for single healthy elderly, with private bath and community kitchens.
- YWCA has a "Living Independently" program for elderly over 62. Residents may be handicapped or disabled but should be able to care for themselves. 30% of their income goes for rent.
- Presbyterian Church (Cameron House) administers Mei Lun Yuen housing for low income elderly.
- Asian Inc. administers home improvement loans which allow landlords to rehabilitate housing for HUD defined disadvantaged residents. Asian Inc. works with AND to teach residents how to make repairs themselves. They are a partner in the renovation of an old vacant hotel. They commissioned an engineering firm to study and proposed adequate bracing systems for seismically hazardous buildings.
- Asian Law Caucus works with tenants (especially those with low incomes) to secure their rights to decent housing, adequate heat, hot water and fair rents and generally seeks to preserve low cost housing.
- Asian Neighborhood Design (AND) This non profit organization provides direct services to low income seniors and families in the form of educational workshops on home safety and self help repair, housing counseling and referral, furniture loan and service exchange programs.
- Chinatown Neighborhood Improvement Resources Center is a community planning and advocacy agency concerned with the quality of life in Chinatown, including housing.
- Chinese Newcomers Service Center does housing referral.
- <u>Self Help for the Elderly</u> provides information, referral and educational services, also refer for emergency and long term housing placement. They are advocates for the elderly.
- Old Saint Mary's Housing Committee provides advocacy and support to tenant issues in Chinatown and throughout the city and works on reform of laws and regulations.

VI. OBSTACLES TO ADDITIONAL HOUSING IN CHINATOWN

Small Parcels of Land Owned Separately by Different Owners

A typical block in the study area may contain forty or more separate parcels of land with lot sizes as small as twenty by sixty feet. This makes it very difficult to build new housing because it is hard to assemble sites large enough to build a lot of housing. Within this pattern of small parcels, however, there is still some concentration of ownership by district and family associations and by some community agencies and churches. This kind of ownership pattern is in itself a resource, if these owners choose to be developers.

High Costs of Land

The commercial zoning of parts of Chinatown and Chinatown's proximity to downtown has also increased the land costs to \$200 a sq. ft. in some recent transactions.

Opposition to Redevelopment Techniques

The "701" study recommended several other sites besides Stockton-Sacramento for public acquisition through redevelopment. A feasibility study in the mid 70's indicated substantial community and owner opposition to further redevelopment projects in Chinatown.

Scarcity of Subsidies

After the ambitious target of 2,300 new housing units was set in the 701 study, the extent of federal and state subsidies for new multifamily construction declined substantially. Many federal housing programs were terminated.

Displacement and Relocation Problems

Destruction of existing housing and potential hardship to existing resident low income tenants is another major obstacle to new housing construction on a number of potential development sites.

Protection of Sunlight on Open Space

Such protection requires that heights of new buildings near parks be limited thus lowering the capacity of some sites for large scale housing development.

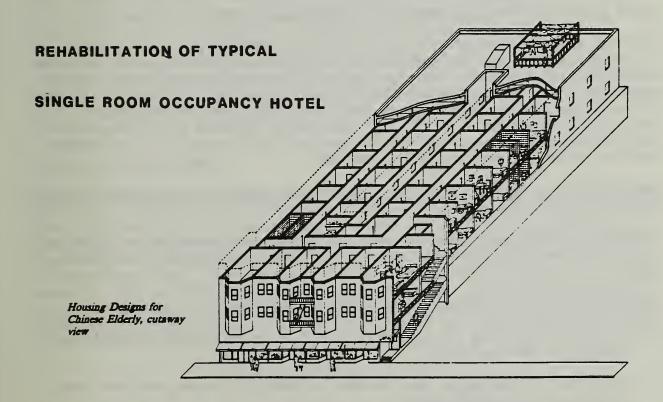
Preservation of Buildings of Architectural and Historic Merit

There is a concern that many existing buildings be preserved. The size and scale of buildings near historic buildings is a further preservation issue.

Existing Zoning Regulations

Finally C-2 (Community Business) and C-3-G (Downtown General Commercial) commercial zoning itself is an obstacle to new housing development.

- 1) It allows use of land to be completely commercial which in most cases is more profitable than housing.
- 2) It requires parking space for or residential development at 1 space per each 4 units. Such space is very hard to design on small lots. However, commercial projects are not required to provide parking.
- 3) Yard and Open Space requirements for new development which are not met in Chinatown's older housing are difficult to satisfy on small sites and in high density developments.



Sketch From "THE AFFORDABLE HOUSING BOOK"

Office of Appropriate Technology State of California

VII. WAYS TO OVERCOME THE OBSTACLES TO HOUSING

The following actions and policies are suggested as possible means to overcome the identified obstacles.

Existing Owners Should Act as Developers

There is a great opportunity for leadership by family and district associations, churches and services agencies in development of their properties.

Pressure on Land Values Should be Reduced

Some of the speculative pressure can be removed through new land use regulations that could limit downtown development encroachment into Chinatown.

The Potential Benefits of Public Acquisition as Part of the Housing Development Process Should be Re Examined

There should be identification of potential projects where redevelopment techniques could be acceptable to the community and to the owners. There should also be analysis of city acquisition of selected sites to be used for public facilities projects (parking, recreation, etc) which have potential for air rights or joint development for housing.

There Should Be Effective Use of Existing Housing Programs in Chinatown

The City itself has begun to substitute local resources for gaps in the federal programs. The mortgage revenue bond program provides source of below market loans for new housing. The City's Office Housing Production Program which requires a certain number of units to be produced or rehabilitated when office projects over 50,000 square feet are built is another potential resource for Chinatown. It is also important to continue political pressure and lobbying efforts by city, housing agencies and the public in Sacramento and Washington for needed housing programs.

There Should be Analysis of How to Preserve Historic Buildings While Expanding Housing Use

Careful, sensitive additions or modifications of some preservation sites could expend housing use and amenity while preserving architectural and historic merit.

There Should be Some Changes in the Zoning Regulations

- 1. Creation of housing requirements as well as incentives for production of housing in the new zoning.
- 2. Creation of alternative ways to meet residential parking and open space requirements on small sites.
- Creation of incentives for assembly of sites.
- 4. Protective measures, such as requirement of conditional use approval by the Planning Commission, for removal of existing housing.

Mixed Use Design Concepts

Housing in Chinatown will be preserved and increased through a combination of rehabilitation and new development. Rehabilitation work will probably continue to outpace new construction by at least 2:1, as it has in the last decade. New construction opportunities generally fall into three categories based on their size. (1) private development of single lots without buildings or with one story existing development; (2) private development of several combined lots; (3) public and private development of a block or substantial portion of a block.

Single Lot Development

The first category involves placing the maximum number of residential units on an individual lot. However, the numbers of units to be produced from such sites is relatively small. In many cases, commercial uses would be encouraged on the ground floor. Fitting both parking and commercial uses at ground level is usually impossible. Various adjustments in zoning regulations would also be required to increase the feasibility of this form of small scale development.

Combination of Several Lots

Combined lot development presents better opportunities for mixed use development than small individual lots because there is more space to work with. In some cases single owners own several adjacent properties thus facilitating such development. A major design issue in combined lot development is to avoid massiveness in appearance. Such massiveness conflicts with the quality and scale of surrounding development. Existing zoning regulations have some features which discourage the creation of housing in combined lot projects of less than 22,000 sq. ft. in lot area. When a site is over 22,000 sq. ft. it may be rezoned to a more flexible "Planned Unit Development" zoning classification.

Large Scale Development

The final example of large scale development with a combination of public and private funding is most difficult because of its complexity. As noted at the last communty forum, such projects as Mei Lun often take a decade to construct. Probably there are only a few blocks in Chinatown where such combined development could occur. Block 195, which contained the International Hotel, is one potential site. At the February Forum, the City owned Mission Bartlett Parking Garage was described. This project has three levels of housing above the parking and involved a combination of City, Block Grant and other HUD funding. Use of "air rights" over other public uses might make projects of this type possible for Chinatown.

QUESTIONS FOR DISCUSSION

George Jung suggested at the last forum, "If we can clarify our goals, we can make a better plan. The community should say what it wants to see..."

- 1) What are some new and realistic goals for the preservation and rehabilitation of existing housing and construction of new housing in Chinatown?
- 2) What forms of housing and mixed use development are best for Chinatown?
- 3) What should the mix between housing and commercial activities be in new developments?
- 4) What changes in zoning regulations can most encourage housing?

APPENDICES

LIST OF RESIDENTIAL HOTELS

BLOCK	LOT	ADDRESS	#
146	05	636 Broadway	10
146	07	660 Broadway	9
146	08	672 Broadway	14
146	11	686 Broadway	43
146	30	301 - 301½ Columbus	46
146	27	331 Columbus	12
146	01	354 Columbus	61
146	25	371 Columbus	27
146	12	1316 Stockton	29
146	15	1334 Stockton	79
146	16	1350 Stockton	100
147	05	700 Broadway	6
147	A80	730 Broadway	16
147	08B	740 Broadway	59
147	11	754 Broadway	51
147	15	1450 Powell	N-10
147	15A	1466 Powell	83
147	04	1323 Stockton	20
147	03	1331 Stockton	182
147	02	1351 Stockton	54
147	01	705 Vallejo	40
148	31	1449 Powell	17

LIST OF RESIDENTIAL HOTELS

BLOCK	LOT	ADDRESS	#
160	01	705 - 711 Broadway	35
160	18	781 - 785 Broadway	3
160	06	822 - 856 Pacific	3
160	17	1362 Powell	25
161	01	615 Broadway	59
161	35	637 Broadway	4 5
161	31	673 Broadway	14
161	29-	691 Broadway	30
161	13	752 Pacific	38
161	19	1208 Stockton	13
162	25	517 Broadway	26
162	24	527 Broadway	17
162	05	237 Columbus	31
162	13	1134 Grant	20
162	16	1150 Grant	12
162	06	630 Pacific	18
162	08	644 Pacific	28
162	09	656 Pacific	35
176	10	112 Columbus	113
176	09	526 Jackson	27
177	21	26 Beckett	7
177	03	608 Jackson	6

LIST OF RESIDENTIAL HOTELS

BLOCK	LOT	ADDRESS	#
177	02	610 Jackson	8
177	04	616 Jackson	8
177	05	624 Jackson	12
177	02	901 - 931 Kearny	42
177	01	935 - 951 Kearny	128
178	03	706 Jackson	83
179	13	840 Jackson	20
179	42	1137 Stockton	23
179	02	1151 - 1153 Stockton	12
192	10	1104 Powell	N - 6
192	03	1017 Stockton	14
192	05	940 Washington	29
193	09	915 A Grant	14
193	07	933 Grant	50
193	21A	45 Ross Alley	28
193	21	1044 Stockton	10
193	22	1060 - 1064 Stockton	12
193	24	1028 - 1214 Stockton	13
193	17	858 Washington	170
193	18	874 Washington	115

LIST OF RESIDENTIAL HOTELS

BLOCK	LOT	ADDRESS	#
194	29	21 Cooper Alley	15
194	33	617 Jackson	8
194	32	629 Jackson	9
194	03	833 Kearny	44
194	23	24 Wentworth	21
195	05	37 Columbus	71
195	16	57 - 67 Columbus	11
208	08	640 Clay	119
208	10	668 Clay	110
208	11	706 Kearny	36
208	12	712 Kearny	18
209	04	828 Grant	40
209	11	735 Washington	20
210	06	808 Clay	7
210	11	854 Clay	N-16
210	12	870 Clay	36
210	01	861 Grant	8
210	15	35 Spofford	7
210	21	39 Spofford	40
210	10	04 Spofford	12
210	2 3	32 Spofford	3
210	23	34 Spofford	8

LIST OF RESIDENTIAL HOTELS

BLOCK	LOT	ADDRESS	+
210	25	48 Spofford	7
210	4.5	44 Spofford	9
210	38	124 Waverly	26
211	05	910 Clay	N - 6
211	06	920 Clay	12
224	32	937 Clay	68
224	05	809 Stockton	24
225	31	815 Clay	14
225	30	817 Clay	9
225	19	857 Clay	51
225	17	856 Stockton	58
225	25	29 Waverly	13
225	23	41 Waverly	20
226	47	721 Clay	10
226	43	755 Clay	10
226	42	761 Clay	12
226	41	777 Clay	30
226	18	710 Grant	70
226	01	649 Kearny	19
227	47	621 Clay	20
227	44	647 Clay	18

LIST OF RESIDENTIAL HOTELS

BLOCK	LOT	ADDRESS		+
227	43	657 Clay		N-88
227	42	661 - 665 Clay		22
227	23	668 Commercial		85
227	15	666 Sacramento		18
241	15	654 Grant		20
242	27	855 Sacramento		N-47
243	17	800 Powell		N-15
257	03	523 Grant		N-12
		Total	,	3842
		(N) = Non-Profit		

BLOCK	LOT	ADDRESS	+
146	03	616 Broadway	3
146	10	678 Broadway	3
146	13	310 Broadway	79
146	26	353 - 355 Columbus	6
146	14	1326 Stockton	8
146	24	02 Tracy Place	3
147	09	744 8roadway	3
147	14	1422	7
147	15	1450 Powell	10
147	27	723 Vallejo	4
147	27	725 Vallejo	4
148	07	1401 Powell	4
148	28	801 Vallejo	7
159	37	837 Broadway	5
159	01	805 Powell	14
159	02	1339 Powell	4
159	03	1329 Powell	6
159	04	1323 Powe11	6
160	29	822 - 856 Pacific	194
160	12	1308 Powell	13
160	14	1316, 1318 Powell	2

BLOCK	LOT	ADDRESS	#
161	05	1109 Grant	11
161	03	1125 Grant	5
161	02	1133 Grant	9
161	06	714 Pacific	4
161	07	716 Pacific	10
161	07	722 Pacific	4
161	18	1206 Stockton	10
162	17	277 - 279 Columbus	4
177	19	04 8eckett	12
177	20	20 8eckett	12
177	19	10 Beckett	10
177	07	644 Jackson	10
177	08	654 Jackson	5
177	10	666 Jackson	4
177	22	655 Pacific	57
178	02	1027 Grant	8
178	04	722 Jackson	8
178	05	726 Jackson	8
178	06	730 Jackson	12
178	07	742 Jackson	8
178	08	748 Jackson	13
178	09	758 Jackson	10
178	10	770 Jackson	14

BLOCK	LOT	ADDRESS	#
178	11	786 Jackson	2
178	01	711 - 759 Pacific	117
178	11	1104 Stockton	12
178	13	1116 Stockton	6
179	12	826 Jackson	16
179	14	852 Jackson	19
179	15	866 Jackson	21
179	40	821 Jackson	1
179	21	836 - 895 Pacific	60
179	17	1208 Powell	6
179	18	1220 - 1224 Powell	5
179	08	1115 - 1121 Stockton	11
179	07	1123 Stockton	4
179	06	1129 - 1133 Stockton	4
179	41	1141 Stockton	5
179	32	111 Trenton .	3
179	31	117 Trenton	4
179	30	125 Trenton	4
179	33	120 Trenton	12
179	34	130 Trenton	3
179	35	132 Trenton	- 6
179	36	138 Trenton	5
180	03	1231 Powell	7

BLOCK	LOT	ADDRESS	#
191	01	900 Jackson	17
191	06	1105 Powell	5
192	39	821 Jackson	4
192	11	1106 Powell	1
192	12	114, 1116, 1118 Powell	3
192	13	1122 Powell	6
192	43	1164 Powell	3
192	- - - -	1019 Stockton	30
192	27	15 Stone	3
192	26	21 Stone	18
192	24	33 Stone	4
192	25	27 - 29 Stone	2
192	24	33 - 39 Stone	4
192	07	962 Washington	3
192	08	966 Washington	5
192	08	968 Washington	6
192	09	976 Washington	4
193	26	757 Jackson	18
193	25	767 Jackson	12
193	27	101 ₂ Ross Alley	6
193	27	12½ Ross Alley	4
193	20	20 Ross Alley	3
193	29	22 Ross Alley	3
193	29	24 Ross Alley	2

вьоск	LOT	ADDRESS	#
193	33	58 Ross Alley	3
193	34	27 St. Louie Alley	12
193	35	26 St. louie Alley	1
193	19	1020 Stockton	30
193	20	1034 Stockton	15
193	21	1044 Stockton	16
193	12	814 Washington	2
193	16	824 Washington	6
194	12	912 Grant	16
194	13	924 Grant	8
194	34	605% Jackson	4
194	31	637 Jackson	12
194	02	847 - 849 Kearny	3
194	07	730 Washington	23
194	22	17 Wentworth	2
194	21	19 - 21 Wentworth	3
194	25	40 Wentworth	8
194	26	60 Wentworth	5
195	12	49 - 53 Columbus	20
195	15	531 A jackson	3
195	14	533 Jackson	3
195	06	636 Washington	6

BLOCK	LOT	ADDRESS	+
209	14	21 Brenham Place	6
209	03	812 Grant	20
210	0.5	802 Clay	12
210	09	820 Clay	7
210	04	823 Grant	21
210	25 - 96	946 Stockton	72
210	18	869 Washington	2
210	37	112 Waverly	2
210	37	116 Waverly	9
211	15	1000 Powell	47
211	17	1016, 1018, 1020 Powell	3
211	28 - 30	1022 Powel1	5
211	19	1024 - 1034 Powell	6
211	20	1040 Powell	4
211	21	1042, 1046 Powell	2
211	22	1060 Powell	25
211	04	907 Stockton	7
211	01	933 Stockton	15
224	31	240 - 242 Joice	2
224	25	243 Joice	2
224	34 - 75	10 Miller	42
224	01	30 Miller	14
224	13	900 Powell	14

BLOCK	LOT	ADD	RESS	+
224	14	912 Powell		9
224	15	920 Powell		8
224	16	926 Powell		15
224	19	952 Powell		17
224	06	906 Sacramento		10
224	07	918 Sacramento		9
224	09	956 Sacramento		24
224	04	841 Stockton		10
225	21	841 Clay		6
225	20	845 Clay		5
225	20	847 Clay		24
225		847 Sacramento		20
225	13	804 Stockton		12
225	16	830 Stockton		14
225	24	37 Waverly		3
225	24	39 Waverly		5
225	07	12 Waverly		8
225	07	16½ Waverly		3
225	29	18 Waverly		5
225	29	20 Waverly		4
226	47	751 Clay		4
226	26	715 Commercial		1
226	25	731 Commercial		5
226	23	761 Commercial		5

BLO	CK LOT	ADDRESS	#
226	23	761 Commercial	6
226	30	732 Commercial	9
226	31	736 Commercial	3
226	31	740 Commercial	1
226	32	742 Commercia.	5
226	33	748 Commercial	3
226	34	754 Commercial	4
226	34	756 Commercial	6
226	40	750 Grant	9
226	09	706 Sacramento	2
226	09	710 Sacramento	6
226	12	734 Sacramento	4
226	14	746 Sacramento	20
226	14	750 Sacramento	8
226	14	762 Sacramento	12
226	49	766 Sacramento	6
226	49	768 Sacramento	6
227	26	671 Commercial	4
227	25	673 Commercial	1
227	32	674 Commercial	3
227	33	668 Commercial	85
241	11	660 California	14
241	17	721 Sacramento	8

LIST OF APARIMENIS

BLOCK	LOT	ADDRESS	+
241	17	769 Sacramento	8
241	16A	773 Sacramento	4
241	16	775 Sacramento	6
241	16	777 Sacramento	6
242	22	04 Brooklyn Place	11
242	23	10 Brooklyn	9
242	13	770 California	53
242	14	790 California	27
242	28	831 Sacramento	28
242	30	875 Sacramento	17
242	25	883 Sacramento	2
242	16	730 Stockton	18
242	17	738 Stockton	12
242	18	752 Stockton	18
242	20	760 Stockton	8
243	08	814 California	21
243	56	840 California	29
243	101 / 107	120 Joice	7
243	26	123 Joice	5
243	55	830 Powell	7
243	38 / 52	840 Powell	15
243	59 - 78	850 Powell	39
243	24	929 Sacramento	7
243		Sacramento (Mei Lun Yuen)	187

BLOCK	LOT	ADDRESS	+
256	29	845 California	58
257	02	545 Grant	16
257	07	20 Vinton	4
258	14	512 Grant	6
270	16	450 Grant	5
		TOTAL	2756

LIST OF AGENCIES

BLOCK	LOT	ADDRESS	CONTACT	PHONE
147	15A	AMERICAN COOKS SCHOOL 1450 Powell Street San Francisco Ca. 94133	SAM LOUIE	982-3719
* 666	29	ASIAN INC. 1670 Pine Street San Francisco Ca. 94109	HAROLD YEE	982-5910
225	03	ASIAN LAW CAUCUS 36 Waverly Place San Francisco Ca. 94108	PEGGY SAIKA	391-1655
** 145	33	ASIAN NEIGHBORHOOD DESIGN 576 Vallejo Screet San Francisco Ca. 94133	MAURICE MILLER	982-2756
* * 224	08	CAMERON HOUSE SOCIAL SERVICE UNIT 920 Sacramento Street San Francisco Ca. 94108	DR. ERNEST WU	781-0401
** 162	03	CHINATOWN CHILD DEVELOPMENT CENTER 1007 Kearny Street San Francisco Ca. 94133	SAI-LING CHAN-SEW	433-2910
242	55	CHINATOWN COALITION FOR BETTER HOUSING 615 Grant Averuse 2/Floor San Francisco Ca. 94108	EVA CHENG	391-4133
242	55	CHINATOWN COMMINITY CARE CENTER 615 Grant Avenue 3/Floor San Francisco Ca. 94108	LUCIA TRANS	433-0160
** 224	78	CHINATOWN COMMUNITY CHILDREN'S CENTER 979 Clay Street San Francisco Ca. 94108	ANN ZOCHRANE	986-2528

LIST OF AGENCIES

BLOCK	LOT	ADDRESS	CONTACT	PHONE
242	55	CHINATOWN NEIGHBORHOOD IMPROVEMENT RESOURCES CENTER	CORDON CHIN	391-4133
		CHINESE COMMINITY HOUSING CORP. 615 Grant Avenue 2/Floor San Francisco Ca. 94108	CORDON CHIN	981-8645
242	55	CHINATOWN RESOURCES DEVELOPMENT CENTER 615 Grant Avenue 4/Floor San Francisco Ca. 94108	CHUI LIM TSANG	391-7583
193	21	CHINESE AMERICAN CITIZENS 1044 Stockton Street San Francisco Ca. 94108	GEORGE SUEY	982-4618
** 208	24	CHINESE CULTURE CENTER 750 Kearny Street San Francisco Ca. 94108	LUCY LIM	986-1822
208	09	CHINESE EDUCATION CENTER 657 Merchant Street San Francisco Ca. 94111	CAROLYN HEE	982-9550
210	33	CHINESE FOR AFFIRMATIVE ACTION 121 Waverly Place San Francisco Ca. 94108	HENRY DER	398-8212
162	09	CHINESE HISTORICAL SOCIETY 17 Adler Street San Francisco Ca. 94133	VYOLET CHU	391-1188
192	41	CHINESE HOSPITAL 845 Jackson Street San Francisco Ca. 94133	DAN RICHARDI	982-2400
243	58	CHINESE NEWCOMERS SERVICE CENTER 777 Stockton Street San Francisco Ca. 94108	PO WONG	421-0943

LIST OF AGENCIES

BLOCK	LOT	ADDRESS	CONTACT	PHONE
225	03	CHINESE PROCRESSIVE ASSOCIATION 737 A Grant Avenue San Francisco Ca. 94108	PAM TAU	956-9055
243	58	COMMINITY EDUCATION SERVICES 777 Stockton Street #108 San Francisco Ca. 94108	THERESA LOOK	982-0615
** 211	07	COMMODORE STOCKTON CHILDREN'S CENTER 949 Washington Street Sæn Fræncisco Ca. 94108	HELEN F. ENG	982-0398
192	01	ECONOMIC OPPORTUNITY COUNCIL CHINATOWN OFFICE 1074 Stockton Street San Francisco Ca. 94108	KEN JOE	391-5305
** 159	45	HEALTH CENTER #4 1490 Mason Street San Francisco Ca. 94133	MARY WONG	558-3158
192	19	KAI MING HEADSTART 865 Jackson Street San Francisco Ca. 94133	BRENDAN LEUNG	982-4570
191	04	LIBRARY - CHINATOWN BRANCH 1135 Powell Street Sam Francisco Ca. 94108	ELISE WONG	989-6770
257	12	MANILATOWN SENIOR CITIZEN CENTER 640 Pine Street San Francisco Ca. 94108	AL ROBLES	982-9171
* 116	23	NORTH EAST COMMUNITY MENTAL HEALTH SERVICES CHINATOWN TEAM 1548 Stockton Street San Francisco Ca. 94133	WILMA LOUTE	398-0981

LIST OF AGENCIES

BLOCK	LOT	ADDRESS	CONTACT	PHONE
* 116	20	NORTH EAST MEDICAL SERVICES 1520 Stockton Street San Francisco Ca. 94133	SOPHIE WONG	391-9686
148	02	ON LOK SENIOR HEALTH SERVICES 1441 Powell Street San Francisco Ca. 94133	MARTE ANSAK	989-2578
147	15	SALVATION ARMY 1450 Powell Street San Francisco Ca. 94133	MAJOR CHECK YEE	781-7360
257	12	SELF HELP FOR THE ELDERLY 640 Pine Street San Francisco Ca. 94108	ANNI CHUNG	982-9171
257	12	SENIOR ESCORT OUTREACH PROGRAM 640 Pine Street San Francisco Ca. 94108	LOUELLA LEON	391-5686
243	58	WU YEE RESOURCE / REFERRAL CENTER 777 Stockton Street #202 San Francisco Ca. 94108	BERNICE LEE	391-8993
242	27	WU YEE LOK YUEN - CHILDREN CENTER 855 Sacramento Street San Francisco Ca. 94108	BERNICE LEE	781-7535
* 673	06	YOUTH FOR CHINATOWN ELDERLY 1550 Sutter Street San Francisco Ca. 94109	ANN LEE	766-1500 X-260
242	27	YMCA - CHINATOWN 855 Sacramento Street San Francisco Ca. 94108	ALAN WONG	397-6883

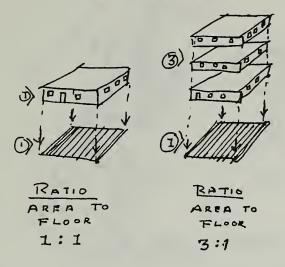
LIST OF AGENCIES

BLOCK	LOT	ADDRESS	CONTACT	PHONE
** 224	79	YWCA - CHINATOWN 965 Clay Street San Francisco Ca. 94108	TERESA WU	397-6883
		(*) LOCATED OUTSIDE THE BOUNDARY OF MAP 4 Pg.13		
		(**) LOCATED OUTSIDE THE STUDY AREA		

< ZONING TERMS >

FLOOR AREA RATIO (F.A.R.)

Concept: A way to look at the intensity of use of a commercial site. F.A.R. regulates the ratio of space (square feet of floor area) in a building in relation to the size of the lot.



Examples in Chinatown Core:

If the F.A.R. is 10, and the building covers all of a 5,000 sq. ft. lot, and the floors are 12 feet apart, the maximum floor area of the of the building would be 50,000 sq. ft. and its height would be 120 feet.

If the F.A.R. is 3.6, and the building covers all of a 5,000 sq. ft. lot, and the floors are 12 feet apart, the maximum floor are of the building would be 18,000 sq. ft. and its height would be 36 ft.

F.A.R. for C-3-G District

Now 10, Downtown Plan would lower to 8

F.A.R. for C-2 District

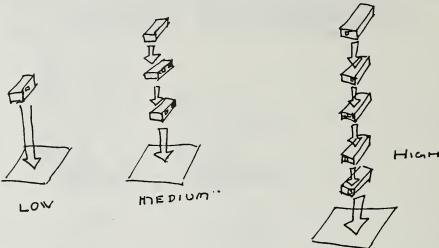
Now 3.6 as a base, but 10 if near C-3; 12.5 if near C-3 and on a corner lot

Problems

Existing height limits and F.A.R.s are not consistent in Chinatown. Sometimes (for example on Grant Ave) F.A.R. would permit a large building but height limits would not. In other cases, where there is a 160 ft. height limit, the F.A.R. allows a smaller building than the height limits. In the C-2 zone F.A.R. depends on how close a lot is to the C-3 downtown zones, or whether the lot is on a corner.

DENSITY

Concept: regulates the number of residential units in relation to the area of a lot.



Examples in Chinatown Core:

(assuming a 5,000 sq. ft. lot)

Dwellings

C-3-G = 40 units (1 per 125 sq. ft. of lot area)

C-2 near RM-4 = 25 units; 31 units if units are 500 sq. ft. or less (adds 25%) (1 per 200 sq. ft. of lot area and 25% bonus for small units)

If for senior citizens = 50 units (senior housing double density in C-2)

Group Housing

C-2 near RM-4 = 71 units

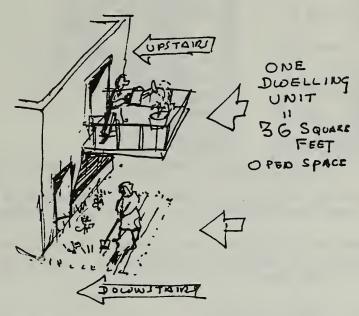
C-3-G = 71 units

Problem:

Density standards penalize smaller units (sponsor can get a larger building and more total rent revenue if larger size units are built). 40 units at 500 sq. ft. each = 20,000 sq. ft. of housing. 40 units at 1,000 sq. ft. each = 40,000 sq. ft. of housing (and more expensive units)

OPEN SPACE

Concept: to provide outdoor areas for dwelling units



Examples:

25% of the total depth of a lot is required to be a rear yard beginning at the first level of residential use.

36 sq. ft. of private open space is required for each new dwelling unit (RM-4 as applied to C-2, C-3). Private open space (including balconies) must have minimum dimension of 6 ft.

Problems:

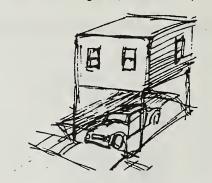
Rear yards may not be the best place for open space.

The six foot minimum dimension may make some open space solutions impractical.

Commercial projects are not now required to have open space - thus housing developments have to be smaller (cover less of the lot) than commercial developments.

OFF STREET PARKING

Concept: provide off-street storage space for private vehicles.



Examples in Chinatown Core:

No parking required for commercial development in C-3 districts.

No parking required for commercial development in C-2 district if site not larger than 20,000 sq. ft. (Washington Broadway Special Use District)

1 space per 4 units required for residences in core; 1 space per 20 units if housing for seniors or handicapped; 1 space for each 3 bedrooms or 6 beds of group housing.

Problem:

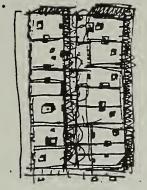
Space requirements for parking penalizes residential development. Many non-drivers live in Chinatown.

PLANNED UNIT DEVELOPMENT

Concept: allow modification of some Planning Code Requirments, such as rear yards, setbacks and off street parking on large sites of 1/2 acre or more to

achieve better overall design.

NORMAL NON-PUD CHOPPED UP OPED SPACE





PUD U FLGXIBLE USE OF OPEN SPACE

Problem:

Planning Code standard too severe for Chinatown because half acre sites are rare.

146 Article 3

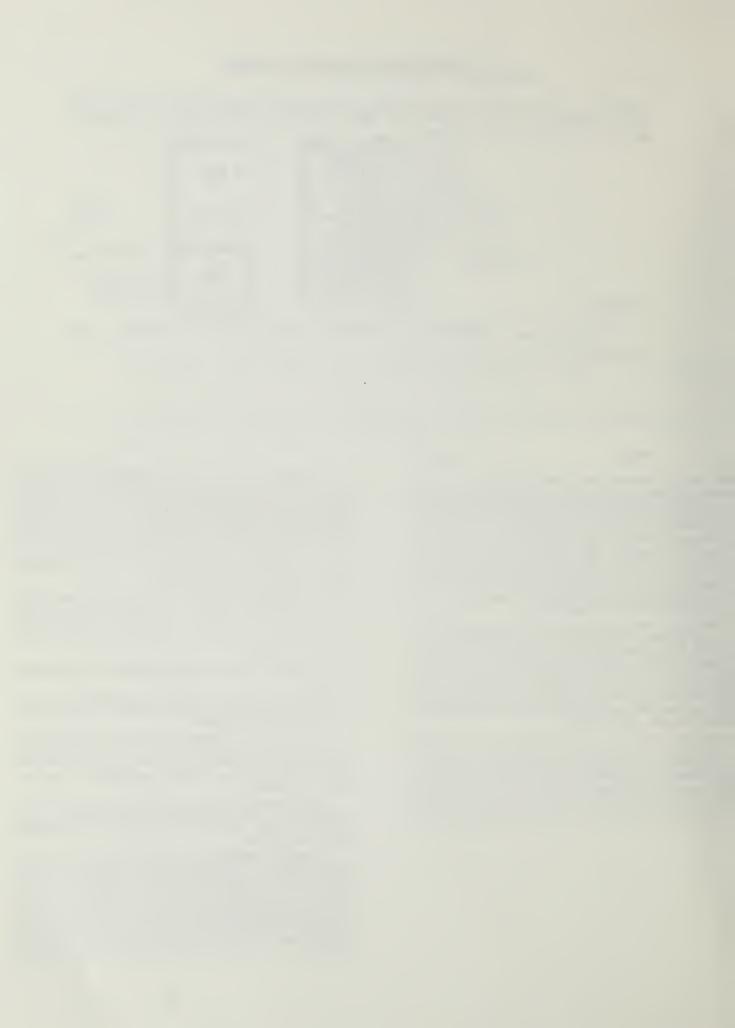
304 --- 304(d)4

SEC. 304. PLANNED UNIT DEVELOPMENTS. The City Planning Commission may authorize as conditional uses, in accordance with the provisions of Section 303, Planned Unit Developments subject to the further requirements and procedures of this section. After review of any proposed development, the City Planning Commission may authorize such development as submitted or may modify, alter, adjust or amend the plan before authorization, and in authorizing it may prescribe other conditions as provided in Section 303(d). The development as authorized shall be subject to all conditions so imposed and shall be excepted from other provisions of this Code only to the extent specified in the authorization.

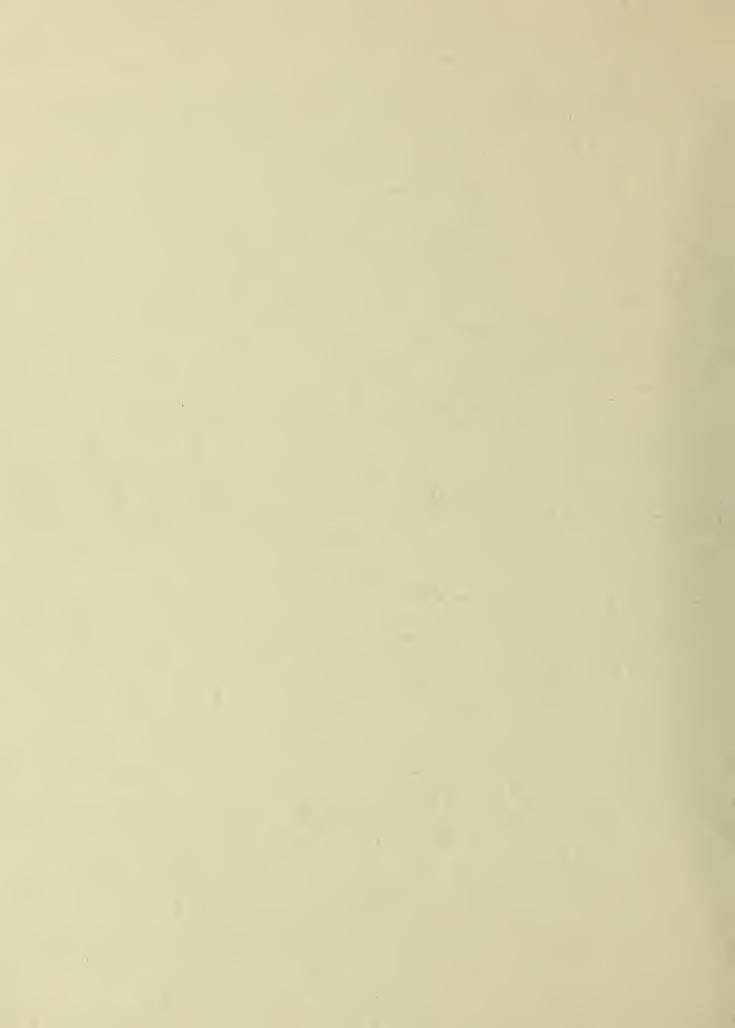
- (a) Objectives. The procedures for Planned Unit Developments are intended for projects on sites of considerable size, developed as integrated units and designed to produce an environment of stable and desirable character which will benefit the occupants, the neighborhood and the city as a whole. In cases of outstanding over-all design, complementary to the design and values of the surrounding area, such a project may merit a well reasoned modification of certain of the provisions contained elsewhere in this Code.
- (b) Nature of site. The tract or parcel of land involved must be either in one ownership, or the subject of an application filed jointly by the owners of all the property included or by the Redevelopment Agency of the City. It must constitute all or part of a Redevelopment Project Area, or if not must include an area of not less than ½ acre, exclusive of streets, alleys and other public property that will remain undeveloped.

- (c) Application and plans. The application must describe the proposed development in detail, and must be accompanied by an over-all development plan showing, among other things, the use or uses, dimensions and locations of structures, parking spaces, and areas, if any, to be reserved for streets, open spaces and other public purposes. The application must include such pertinent information as may be necessary to a determination that the objectives of this section are met, and that the proposed development warrants the modification of provisions otherwise applicable under this Code.
- (d) Criterla and limitations. The proposed development must meet the criteria applicable to conditional uses as stated in Section 303(c) and elsewhere in this Code. In addition, it shall:
- 1. Affirmatively promote applicable objectives and policies of the Master Plan;
- 2. Provide off-street parking adequate for the occupancy proposed;
- 3. Provide open space usable by the occupants and, where appropriate, by the general public, at least equal to the open spaces required by this Code;
- 4. Be limited in dwelling unit density to less than the density that would be allowed by Article 2 of this Code for a district permitting a greater density, so that the Planned Unit Development will not be substantially equivalent to a reclassification of property;
- 5. In R districts, include commercial uses only to the extent that such uses are necessary to serve residents of the immediate vicinity, subject to the limitations for RC districts under this Code; and
- 6. Under no circumstances be excepted from any height limit established by Article 2.5 of this Code, unless such exception is explictly authorized by the terms of this Code. In the absence of such an explicit authorization, exceptions from the provisions of this Code with respect to height shall be confined to minor deviations from the provisions for measurement of height in Sections 260 and 261 of this Code, and no such deviation shall depart from the purposes or intent of those sections.

 (Amended Ord. 443-78, Approved 10/6/78)







COMMERCE & EMPLOYMENT IN CHINATOWN



prepared by

San Francisco Department of City Planning

August , 1984

CHINATOWN STUDY AREA VALLEJO RM-1 ليسانا للتيا 145 1 159 RM-4 ROFS RM-3 209 224 223 THEMAFERE RM-4 240 SALIFORNIA ST. 253 0.55 PINE 263 ST. 8 U S H STOCKTO POWELL KEARNY SRANT 10041 286 285 SUFTER ST. C-2 C-3-0

C-3-G

TABLE OF CONTENTS

Ι.	Introduction	1
II.	Review of San Francisco Commercial and Employment Policies and Programs	2
	A. Policies: Master Plan; Proposed Downtown Plan	
	B. Programs: Economic Development	
III.	Commercial Space	5
	Commercial Zoning Districts	
	B. Business Trends for Major Categories of Enterprises in Chinatown	
	C. The Use of Commercial Space in Chinatown	
	D. Who is Served by Business in Chinatown?	
IV.	Jobs in Chinatown	17
	A. The Working and Non-Working Population	
	B. Occupations of Residents and Their Proximity to Jobs	
	C. Jobs in Major Categories of Commercial Activities	
	D. Where Employees Live	
٧.	Issues and Policy Options	24

I. Introduction

This third issue paper covers commerce and employment in the Chinatown Study Area. City policies on commerce and industry and current City economic development programs are reviewed. Commercial and industrial land uses in Chinatown are described, in terms of the present zoning districts, the most prevalent businesses, and the nature of their customers.

Jobs located in Chinatown as well as the jobs held by Chinatown residents (which overlap) are analyzed.

Finally, the paper identifies major issues involving balancing various kinds of commercial development with each other, and with other land uses, particularly housing and community facilities and describes some policy options for addressing these issues.



Travel Agent

II. Review of San Francisco Commercial and Employment Policies and Programs

A. Policies: Master Plan and Downtown Plan

The Plan for Commerce and Industry was adopted by Resolution 8001 of the San Francisco Planning Commission in 1978. The three interrelated goals of this plan are economic vitality, social equity and environmental quality.

Relevant to Chinatown are citywide objectives on managed economic growth and more specialized objectives on business vitality, industry, employment, visitor trade and neighborhood commercial districts.

On a citywide basis, managed economic growth emphasizes forms of development which have "substantial net benefits" and discourages those with "substantial undesirable consequences that cannot be mitigated." For Chinatown, "net benefits" can be equated with businesses serving one or more of the functional roles of Chinatown -- village, capital city, tourist center. Economic growth with undesirable consequences is that which displaces activities supporting the functional roles of Chinatown.

The business vitality objective seeks to retain existing commercial and industrial activity. Chinatown has a particularly diverse and varied mix of relatively small scale and often unique enterprises. The size, form and scale of existing buildings contributes to business vitality. Another contributing factor in Chinatown is the clustering and proximity of related businesses. Produce, fish and meat markets supply restaurants; herbalists are near medical practitioners; gift shops are near importer suppliers.

The Master Plan industrial objective stresses avoidance of "public actions that displace existing viable industrial firms." The major industrial activity in Chinatown consists of small sewing factories (25 machines or less). These sewing factories operate primarily within the the boundaries of the Garment Shop Special Use District which allows this one kind of industry within commercial and residential zones where it would not normally be allowed. When this district was established in 1959, it was intended to retain the garment making industry in Chinatown on a small-scale basis.

Employment opportunities, job training and retraining programs for unskilled and semi-skilled San Francisco residents are advocated in the Master Plan.

Visitor trade is also strongly emphasized with the goal of enhancing San Francisco's position as a national center for conventions and visitor trade. The Plan suggests sensitivity to the impacts of tourism on existing residential and commercial activities. In Chinatown, impacts of visitors and tourists are handled, in part, by devoting the easterly side -- Grant Ave., primarily to their needs, and by sharing of the restaurant sector, toward Broadway with local and Bay Region clientele.

Finally, the <u>Master Plan</u> promotes neighborhood commercial districts and their revitalization. It recognizes the multiple use of such areas and recommends priority be given to neighborhood-serving retail and service activity.

The issue of protection of neighborhood serving uses is a critical one for Chinatown. On a citywide basis, the Department of City Planning proposing major addition to the text of Master Plan policies relating to neighborhood commercial uses and is preparing new Neighborhood Commercial zoning district regulations. The new regulations will help individual districts to achieve more balanced businesses and services and to avoid overconcentration of less desired or potentially disruptive activities. The proximity of Chinatown to Downtown, and its unique housing and density issues prevents direct application of these new controls. This is also the case for the North of Market and Van Ness Corridor areas. However, some of the features of the new controls may assist in development of Chinatown zoning proposal.

The Downtown Plan, Draft for Citizen Review, August 1983 is pending adoption by the City Planning Commission this fall. This draft component of the Master Plan contains policies for the primary downtown uses. These include office, retail, hotel and support commercial space. The policies show how these downtown uses can be differentiated from those in Chinatown.

Downtown office development is to be maintained in a compact form, minimizing displacement of other uses. The Downtown Plan specifies that Chinatown is not to be an expansion area for downtown offices.

Downtown shopping facilities are specialized and serve a regional market. These specialty shopping facilities are also to be limited from spreading outside the existing retail center to avoid detracting from its economic vitality. Chinatown's Grant Avenue has an important role as a corridor between the Union Square downtown retailing center and the restaurant-entertainment districts to the north.

Large hotels enhance San Francisco's position as a tourist and visitor center. The Plan stresses that hotels should not cause adverse impacts on circulation, existing uses and scale of development. Downtown Plan policy directs major new hotel growth away from the Chinatown area, toward the South of Market.

Support commercial services which serve other businesses such as sale and repair of office equipment, blue printing, billing and data processing are identified as important adjuncts to other downtown uses. Such support space is presently primarily located South of Market and the Plan advocates its retention there.

B. Programs: Economic Development

The City's economic development objectives, as contained in the 1984 Community Development Program are to create and retain job for low and moderate income persons and to increase opportunities for small amd minority busines concerns.

Economic Development programs of benefit to Chinatown are administered through the Mayor's Office of Housing and Economic Development (MOHED) located at 100 Larkin Street. MOHED handles U. S. Department of Housing and Urban Development block grants and Urban Development Action Grants. They also provide funds through the Job Training Partnership Act serving Chinatown. Asian Inc. (1670 Pine) has used funding from MOHED for loan packaging to small businesses, procurement assistance, and development of a light industrial condominium project.

The Private Industry Council (PIC), 1748 Market Street, also subcontracts with community agencies to conduct classroom and on-the-job training. Some of the Community agencies especially target their programs to Southeast Asian refugees.

The San Francisco Conservation Corps, Fort Mason, through funding partially provided through MOHED, concentrates on public service conservation work for 18-23 year olds (60 positions) and 16-21 year olds (60 summer positions). These trainees are recruited from low income and minority populations.

A further economic objective contained in MOHED Community Development Plan 1984 relates directly to the Chinatown Planning and Rezoning Study. This objective, aimed at retaining jobs and small business in Chinatown and North Beach, states "Develop improved zoning controls which would ensure neighborhood service orientation of commercial facilities."



View From Grant Avenue

III. Commercial Space

A. The Mix of Uses in the Three Existing Commercial Zoning Districts in Chinatown

Table 1 summarizes the commercial and residential uses in the three existing commercial zones in the Study Area. Overall the percent of space used for retail, services and manufacturing activity is 30%. Office activity which fall primarily in the "other" category comprises about 17%. The activity using the largest share of space is housing with over 3.4 million sq. ft or approximately half of the net space within buildings.

In looking at the differences between the different zoning districts within the study area, the area now zoned for Downtown Office use (C-3-0) constains the greatest proportion of housing. The area south of Washington Street zoned for Downtown General Commercial (C-3-G) contains the largest share of institutional uses which include family and district associations. Community Business (C-2) district zoning covers about 3/4 of the total study area and thus its pattern has the most influence on the overall picture.



Mixed Use On Grant Avenue

TABLE 1

Summary of Land Uses
by Existing Zoning Districts in
Chinatown Study Area, 1984

Zoning Districts	C - 2	2	C - 3	- G	C - 3 -	0	Tota	1
Categories	Sq.Ft	Percent	Sq.Ft.	Percent	Sq.Ft.	Percent	Sq.Ft.	Percent
Retail Trade	725,921	14%	229, 283	17%	15,080	5%	970,284	14%
Services	668,116	12	9,554	7	7,790	3	771,447	11
Finance, Insurance,								
Real Estate	71,574	1	16,866	1	14,953	5	103,393	2
Manufacturing	135,156	3	43,189	3	7,695	2	186,040	3
Institutional	244,994	5	1,197,429	9 ·	2,280	1	357,016	5
llousing	2,586,960	47	641,095	47	210,444	67	3,438,499	48
Other	972,841	18	217,019	16	51,684	17	1,241,544	17
Total	5,405,562	100%	1,362,735	100%	309,926	100%	7,078,223	100%

Notes: C - 2: Community Business District; C - 3 - G: Downtown General Commercial District; C - 3 - 0; Downtown Office District.

Source: Department of City Planning Land Use Survey, 1933-4.

Square footage figures may be adjusted pending further computer runs.

B. Business Trends for Major Categories of Enterprises in Chinatown

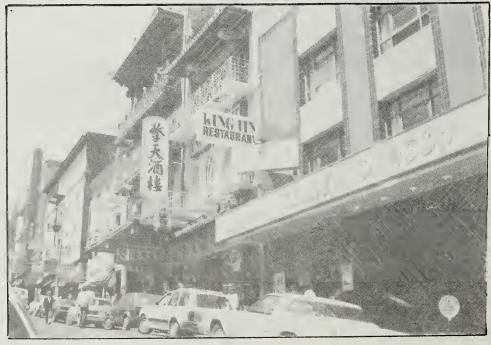
Table 2 lists major categories of commercial and related activities. Four relatively traditional activities, restaurants, family and district associations, garment shop and gift stores comprise over half of all commercial activities. The Associations with their multi-story, multi-use buildings also encompass a significant share of space.

Life style and age group changes brought about from the newer Chinese population have fostered changes and growth in a number of businesses. Responding in part to these new consumers, Chinatown has seen an increase in such specialized stores and services as jewelers, medical practitioners, beauty salons, and video sales and services.

There has also been reported to be an increased number of sales of existing local businesses to new owners with capital from Asia. Another trend is the purchase of several related businesses by one buyer or partnership. This, in turn, has tended to change the tradition of family-owned and operated businesses to those run through managers and non family employees.

Other factors in the decrease of family operated business are generational change in occupations—children are educated to other careers—and the pressure of increased rents. Prime retail space in the vicinity of Union Square is reported by realtors to be \$8 to \$12 per square foot a month range, while Grant Ave. in Chinatown is reported to be in the \$4 to \$6 per sq. ft. range. Rents to the west side of Chinatown are less and this appears to be a major factor in the generally westerly movement of the more local-serving businesses.

Restaurants: Over time there has been a loss of single restaurants operated by one owner or several generations of the family of the owner. There has been an increase in small chains of restaurants owned by several partners and staffed by professional managers. The cuisine of Chinatown's restaurants has become more diverse, involving Hong Kong style service, fresh seafood and non-Cantonese food.



Restaurants On Washington

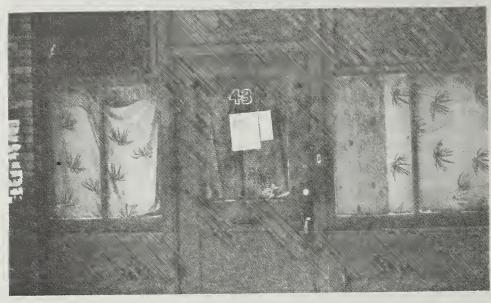
TABLE 2

Major Categories of Commercial, Retail
& Related Activities in Chinatown Study Area, 1984

	Categories	Number	% of Total Number	Total Sq. Ft.
1.	Eating Places	144	11%	380,793
2.	Sewing Shops	87	7	106,409
3.	Associations	84	7	231, 187
4.	Offices	65	5	890,641
5.	Retail Shops, NES	64	5	131,626
6.	Grocery Stores	64	5	83,544
7.	Gift Shops	57	4	106,297
8.	Jewelry Stores	53	4	54,879
9.	Clothing Stores	35	3	40,656
10.	Beauty Salons	32	3	28,431
11.	Chinese Herb Stores	29	2	31,951
12.	Travel Agencies	29	2	27,152
13.	Bakeries	26	2	31,500
14.	Social Clubs	26	2	31,731
15.	Banks	18	1	64,554
16.	Drinking Places	18	1	29,378
17.	Real Estate	15	1	15,470
18.	Camera Stores	13	1	7,634
19.	Newspapers	11	1	12, 135
20.	Schools	10	1	147,924
21.	Unknown	9	1	23,775
22.	Meat Markets	9	1	13,506
23.	Poultry Markets	8	1	20,394
24.	Acupuncture	8	1	9,320
25.	Community Agencies	8	1	39,882
26.	Department Stores	7	1	11,398
27.	Doctors	6	1	23,285
28.	C. P. A.	6	1	7,196
29.	Community Centers	5	0	68,859
30.	Law Offices	4	0	11,624
31.	Dairies	1	0	960
32.	Miscellaneous	337	25%	916,732
<u></u>		1,288	100%	3,639,724
		1,200	100/0	0,000,727

Source: Department of City Planning Land Use Survey, 1983-4.

Garment Shops: While there are over 100 sewing shops now located in the Chinatown Study area, there are two major pressures for their displacement and relocation. First, ground floor storefronts can command higher rents from retail tenants than the shops. Second, many operators desire to have larger scale operations. Sites south of Market on bus lines accessible to Chinatown residents have been used for such expansions. Locations outside Chinatown do not offer workers as much flexibility of work hours or opportunity to combine family care within the work day as occurs in Chinatown.



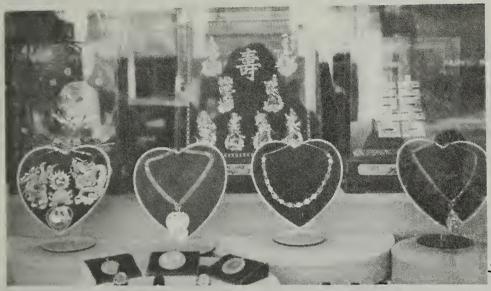
Garment Shop

Gift Shops/Trading Companies: Gift shops have traditionally sought a Grant Ave. location. "Trading Companies" (which originally were generally involved with import export activities) tend to carry a broader range of merchandise for local clientele than gift shops. Gift shops, especially along Grant Ave. cater to a tourist clientele, but other gift shops primarily serve village and capital city needs. These enterprises have been affected by changes in wholesale distribution. Large operators or those with several shops tend to import merchandise directly. Smaller operators still purchase through agents or wholesalers and are facing increasing problems in maintaining competitive pricing with the larger stores.



Gift Sho

Jewelry Stores: The 53 jewelry stores in the study area represent a considerable expansion during the last few years. Such expansion is in part related to the new South East Asian population and their use of jewelry as tangible wealth, as well as to the continuing Chinese tradition of jewelry gifts for family and other occasions. It is also a business with a fairly portable inventory and can be established by persons with linkages to similar buisness in Hong Kong and other parts of Asia. Jewelry stores are usually able to afford a relatively high per square foot rent because they require less space than most other retailers.



ewelry Store

Groceries, Meat and Fish Markets: These businesses (especially those selling live produce or meat or fish) tend to be located at the northern end of Stockton Street and have often have been in the same location under the same operators for many years. While heavily patronized by Chinese customers from both the immediate area and the rest of the city and regions, they also serve as wholesalers to restaurants. The vehicular delivery and loading process on Stockton -- a major transit corridor -- is a source of conflict. For local restaurants, however, delivery is often made by hand cart.

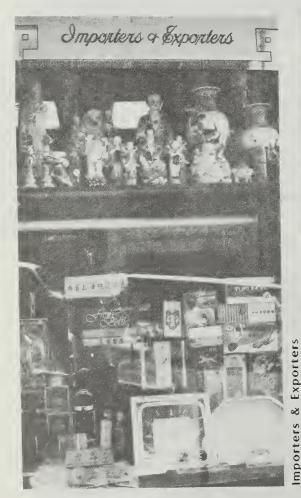
New dry groceries have tended to spread to the outer edges of the Chinatown core, although many are still centered around Clay and Jackson Streets. As with other businesses, some recently opened groceries have been larger scale -- almost small supermarkets.



Grocery Store

Doctors, Herbalists: To some extent, Chinese Hospital is the institution around which other health practitioners have located offices. Older traditions of medicine now complement rather than compete with western medicine and offer more choice to both younger and older clientele who prefer traditional remedies.

Clothing Stores: A number of clothing stores stocking both Chinese and western style womens ware and some men's clothing have recently opened in Chinatown usually to the west of Grant Ave. Much of the merchandise is imported from Hong Kong. Demand for this merchandise appears related to the growing proportion of younger and middle aged Chinese population in San Francisco. Some merchants have reported very lean times during the cable car repair shutdown, suggesting that some business is also tourist-related.





Retail Shop

Beauty Salons: The Chinatown Core now has at over 30 beauty salons. Again, demand for these services appears to be strongly related both to migration and consequent age and life style changes in the population. Beauty shop owners often have several beauticians working from their shops and sharing fees. Beauty salon work provides opportunity for part time work for women with relatively little training at generally higher pay than sewing work.

Banks and Financial Institutions: These institutions which are 18 in number have been attracted by potential for saving and borrowing by members of the Chinese community. Concern over their proliferation and ability to outbid rents from any other business users led to enactment by the Board of Supervisors of a Special Financial District Moratorium for Chinatown covering eighteen city blocks to extend to October, 1984. A similar moratorium is in effect north of Broadway. The Neighborhood Commercial Rezoning Study just released by the Department of City Planning proposes to make new financial services a conditional rather than a permitted use in the North Beach neighborhood area.

An issue in the growth of financial institutions is the extent to which they are both community-based (drawing capital locally) and community serving (lending locally). State licensing for financial institutions provides information on capitalization and could provide the basis for standards to measure actually linkage to the community.



Beauty Salon



ank

C. The Use of Commercial Space in Chinatown

Table 3 indicates that the greatest share of commercial space is used by offices, eating places, associations, schools and retail shops. Offices tend to have a much larger average area (14,000 sq. ft. or more) than most other commercial uses which average below 3,000 sq. ft. Institutional uses (associations and schools) also occupy significant area in Chinatown.



Association



Restaurants



TABLE 3

Amount of Space Used by Major
Commercial Activities in Chinatown Study Area

	Categories	Total Sq.Ft.	Average Sq. Ft.
1.	Offices	890,641	13,702
2.	Eating Places	380,793	2,644
3.	Associations	231, 187	2,757
4.	Schools	147,924	14,792
5.	Retail Stores	131,626	2,056
6.	Sewing Shops	106,409	1,223
7.	Gift Shops	106,297	1,864
8.	Grocery Stores	83,544	1,305
9.	Community Centers	68,859	13,771
10.	Banks	64,554	3,586
11.	Jewelry Stores	54,879	1,035
12.	Clothing Stores	40,656	1,161
13.	Community Agencies	39,882	4,985
14.	Chinese Herb Stores	31,951	1,101
15.	Social Clubs	31,731	1,220
16.	Bakeries	31,500	1,211
17.	Drinking Places	29,378	1,632
18.	Beauty Salons	28,431	888
19.	Travel Agencies	27,152	936
20.	Unknown	23,775	2,642
21.	Doctors	23,285	3,880
22.	Poultry Markets	20,394	2,549
23.	Realties	15,470	1,031
24.	Meat Markets	13,506	1,500
25.	Newspapers	12,135	1,103
26.	Law Offices	11,624	2,906
27.	Department Stores	11,398	1,628
28.	Acupuncture	9,320	1,165
29.	Camera Stores	7,634	587
30.	C. P. A.	7,196	1,199
31.	Dairies	960	960
32.	Miscellaneous	916,732	2,720
		2 620 724	

3,639,724

Source: Department of City Planning Land Use Survey, 1983-4.

D. Who is Served by Business in Chinatown?

As described in the earlier issue papers, Chinatown can be described in terms of its major roles: (1) a residential village, (2) a capital city for the larger Chinese population of the Bay Area and (3) a center for tourism. In terms of these roles, most Chinatown enterprises have a mixed clientele. They may serve the village (local residents) and capital city, or they may serve both villagers and tourists. A major objective of the City's Community Development program is to retain local resident - serving uses.

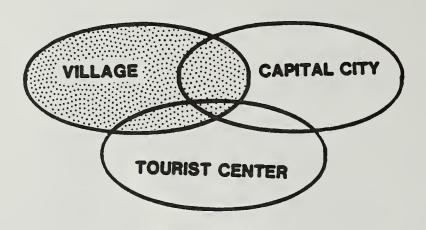


Table 4 shows a pattern of the kinds of customers served by the predominant enterprises in Chinatown. About 2/3 of business in Chinatown report those living in Chinatown (villagers) as the majority of their customers. About the same proportion report Chinese customers from San Francisco and other Bay Area cities as the next most prevalent customers. Exceptions are restaurants which have a large number of tourist customers and photo and printing operations which tend to serve downtown office customers. Those who serve tourists and 'capital city' clientele tend to have weekend peaks -- special parking, transit problems.

TABLE 4

Characteristics of Clients/Customers of Major Categories of Enterprises in Chinatown Study Area, 1984

	Live in	Chinese customers S.F. &		Office	
Category 1. Restaurant	Chinatown		Tourists	Worker	Others
		0	•	0	
2. Family & District Assn'		•	•	0	
3. Garment Shops					
4. Gift Shops	•	•	•	0	
5. Offices, General	0	•	•	0	
6. Jewelry Stores		0	•	0	
7. Groceries		0	•	0	
8. Meat & Fish Markets	•	•	•	-0	
9. Doctors		0	•	0	
10. Herbalists	0		•	0	
11. Trading Companies		0	•	0	
12. Clothing Stores		•	0	. •	
13. Beauty Salons	•	0	•	0	
14. Bank & Financial		0	•	0	
Institutions					
15. Travel Agencies		0	0	•	
16. Community Agencies	•	0	0	•	
17. Photo & Printing	•		0	0	
18. Bakeries		0	•	0	
19. Professional offices	0		•	0	
(CPA, Lawyer,					
Tax Service etc,)					
20. Schools		0			
21. Newspapers	0		•	0	
22. Real Estate		0	•	0	

Most	Next most	Less	Least
	0	0	•

Source: Department of City Planning Telephone Survey, 1984

IV. Jobs in Chinatown

A. The Working and Non Working Population

The 1980 Census indicated that about 43% of Chinatown's population is not in the labor force, primarily due to their age and retirement status. (See Table 5.) However, due to recent immigration trends involving relatively large numbers of people of prime age for the work force, more of Chinatown's population is now working.



Miscellaneous Retail



Bakery Store

TABLE 5

Labor Force Status
of Persons 16 years and Over
Chinatown Neighborhood Area: 1980

	Male	Female	Total
In Labor Force	2,336	2,022	4,358
	(54.5%)	(45.8%)	(50.1%)
Unemployed	199	114	313
	(8.5%)	(5.6%)	(7.2%)
1			
Not in Labor Force	1,946	2,389	4,335
	(37.0%)	(48.6%)	(42.7%)
Total Persons 16 Years and Over	4,281	4,525	9,006
	(100.0%)	(100.0%)	(100.0%)

^{1.} The U.S. Census defines as "labor force" all persons 16 years and over who did full or part time paid work or 15 hours or more as unpaid workers in a family business during the last week before the census questionnaire was answered. Also defined as "labor force" were those civilians 16 years old and over with a job but not at work during the reference week, and those unemployed who had looked for work during the last four weeks.

Persons 16 years and older not defined as being in the labor force were classified as "not in the labor force". This category includes retired workers, students, seasonal workers not looking for work, housewives and those persons doing only incidental unpaid family work or volunteer work for religious, charitable or similar organizations.

Source: 1980 Census, Neighborhood Statistics, San Francisco CA.

B. Occupations of Residents and Proximity to Jobs

Chinatown's residential population has been described as a village. This description fits in terms of jobs. In villages, people live near where they work. In Chinatown, the 1980 Census indicated over half of the residents who are employed walk to their jobs (Table 6). Another 1/3 take public transit to work. Those enterprises which recruit employees from Chinatown, but which are expanding outside of Chinatown generally seek new locations on the bus lines serving Chinatown.

TABLE 6

Means of Transportation to Work
for Workers 16 Years and Over
Chinatown Neighborhood Area, 1980

Mode	Number	Percent
Car	546	14.0
Public Transit	1,191	30.6
Walked only	1,993	51.2
Other means	45	1.1
Worked at home	120	3.1
	3,895	100.0%

Source: 1980 Census of Population and Housing

Sales, service and fabricating jobs account for almost 80% of all the jobs held by Chinatown residents in 1980 (Table 7). Compared to San Francisco as a whole, Chinatown residents had a higher share of service and fabrication jobs, and a much lesser share of managerial and professional jobs.

TABLE 7

Comparison of Occupations of Residents of Chinatown Neighborhood Area, and City of San Francisco, 1980

	China	atown	San Fra	ancisco
Occupational Category	No.	Percent	No.	Percent
Technical, Sales & Administrative Support	1,182	29.2	127,899	37.9
Service Occupations	1,106	27.4	54,038	16.0
Operators & Fabricators	898	22.2	32,879	9.8
Managerial & Professional	586	14.5	96,369	28.6
Precision Production & Repair	245	6.1	23,970	7.1
Farming and Fishing	26	6.0	1,969	.6
	4,043	100.0%	337, 124	100.0%

Source: 1980 Census, Neighborhood Statistics, San Francisco, CA.

C. Jobs in Major Categories of Commercial Activities

About 20,000 jobs, about 1/3 of which may be less than full time are estimated to be located in the Chinatown Study area. Table 8 presents a summary of these job estimates based on the building areas occupied by various types of activities. Table 8 indicates the highest numbers of jobs are in office, restaurant and retail enterprises.

An initial survey of employment agencies in Chinatown revealed that they tend to concentrate in listings for restaurant work (kitchen helpers, cooks) for men and sewing for women. Some clerical jobs are also listed.

Some special characteristics of the existing job base in Chinatown include:

Jobs Not Requiring English: Restaurant support jobs such as dishwashing, garment shop jobs, maintenance and housekeeping jobs require minimal English. These jobs tend to be in the lowest pay categories.

Jobs Providing Opportunities to be in a Bilingual Training Situation: Bilingual supervisors can often provide on-the-job training opportunities in retailing, food processing and service work.

Family/Kinship Links: A number of employers, particularly within owner-operated businesses employ family members.

An emerging problem in the job base in underemployment. The number of split jobs hiring two part time workers instead of a full time worker has been increasing. This is been a practice in garment shops. The 25 machine limit may encourage extra shifts and/or piece work outside the shops. Restaurants have recently been operating on new limited hours, increasing part time restaurant personnel.

TABLE 8

Estimated Number of Jobs in Major Categories of Commercial and Related Activities Chinatown Study Area, 1984

0.1	Total	Estimated Number
Category	Sq. Ft.	of Jobs
1. Office	890,641	4 , 550
2. Eating Places	380,793	5,080
3. Associations	231, 187	460
4. Schools	147,924	300
5. Misc. Retail Shops		540
6. Sewing Shops	106,409	2,660
7. Gift Shops	106,297	440
8. Grocery Stores	83,544	340
9. Community Centers	68,859	140
10. Banks	64,554	320
11. Jewelry Stores	54,879	220
12 Clothing Stores	40,656	170
13. Community Agencies		80
14. Chinese Herb Store		130
15. Social Clubs	31,731	60
16. Bakeries	31,500	130
17. Drinking Places	29,378	120
18. Beauty Salons	28,431	120
19. Travel Agencies	27, 152	130
20. Unknown	23,775	40
21. Doctors	23,285	120
22 Poultry Markets	20,394	80
23. Real Estate Office		80
24. Meat Markets	13,506	60
25. Newspapers	12,135	50
26. Law Offices	11,624	60
27. Department Stores	11,398	70
28. Acupuncture	9,320	50
29. Camera Stores	7,634	30
30. Accountants		40
31. Dairies	7,196	40 5
32. Miscellaneous	916,732	
JZ. PHISCELIANEOUS	910,732	3,055
TOTAL	3,639,724	19,730

Sources: Table 3. Assumptions on space per employee based on 2/3 of the space per employee identified in <u>Department of City Planning</u>, <u>Downtown Plan EIR</u>, 1984 except for Sewing Shops estimated at 80 sq. ft./employee and two shifts. Restaurants are also assumed to have two shifts.

D. Where Employees Live

According to a limited phone survey of major categories of enterprises in Chinatown, businesses which predominantly employ Chinatown residents include garment shops, jewelry stores, groceries and health practitioners. Those businesses who hire some Chinatown residents comprise restaurants, meat and fish markets. The activities employing the least share of Chinatown residents are the family and district associations, gift shops and offices.

TABLE 9

Residential Location of Employees of Major Categories of Enterprises

Category	Majority Live in/near Chinatown	Some Employees Live in Chinatown	No Employees Live in Chinatown
 Restaurants Family & Dist. A 		Х	Х
3. Garment Shops 4. Gift Shops 5. Offices and	Х		X
5. Offices, genl.6. Jewelry Stores7. Groceries	X X		^
8. Meat and Fish Mk 9. Doctors		Х	
10. Herbalists 11. Trading Co's	X X		
12. Clothing Stores 13. Beauty Salons		X	х
14. Bank & Finan Ins 15. Travel Agencies	t.	X	X X
16. Comm. Agencies17. Photo & Printing18. Bakeries	x		x
19. Prof. Off. 20. Schools	x		Х
21. Newspapers 22. Real Estate		Х	х

Source: Telephone survey of sample of enterprises by Department of City Planning, June, 1984.

V. Issues and Policy Options

Issues

- -- Modifying allowable height and use zoning regulations which along with other factors increase displacement pressure for small business.
- -- Retaining village-serving businesses, which locate in small store fronts and are attractive and accessible to pedestrian shoppers.
- -- Retaining locally specialized job base.
- -- Preserving interest, quality and character of Chinatown's physical environment for tourists and villagers and others.
- -- Accommodating manufacturing in Chinatown.
- -- Responding to parking and transportation needs for business uses (to be covered in IP #5).

Policy Options

- -- Controls which retain diversity by putting numerical or proportional limits on certain categories of business and requiring 'conditional use' approval for additional enterprises above such limits.
- -- Controls in the maximum sizes of business floor areas to retain small rental spaces.
- -- Ratios of residential to commercial space using the existing pattern as a base.
- -- Legalization of small manufacturing other than garment shops under strict performance standards.
- -- Development of a standard for extent to which financial institutions provide local service and utilize and lend local capital as a basis for allowing and regulating additional financial institutions.

Credits

Dean Macris, Director Milton Edelin, Deputy Director Robert Passmore, Zoning Administrator

George Williams, Assistant Director, Plans and Programs

Robin Jones, Chief of Programs Project Team:

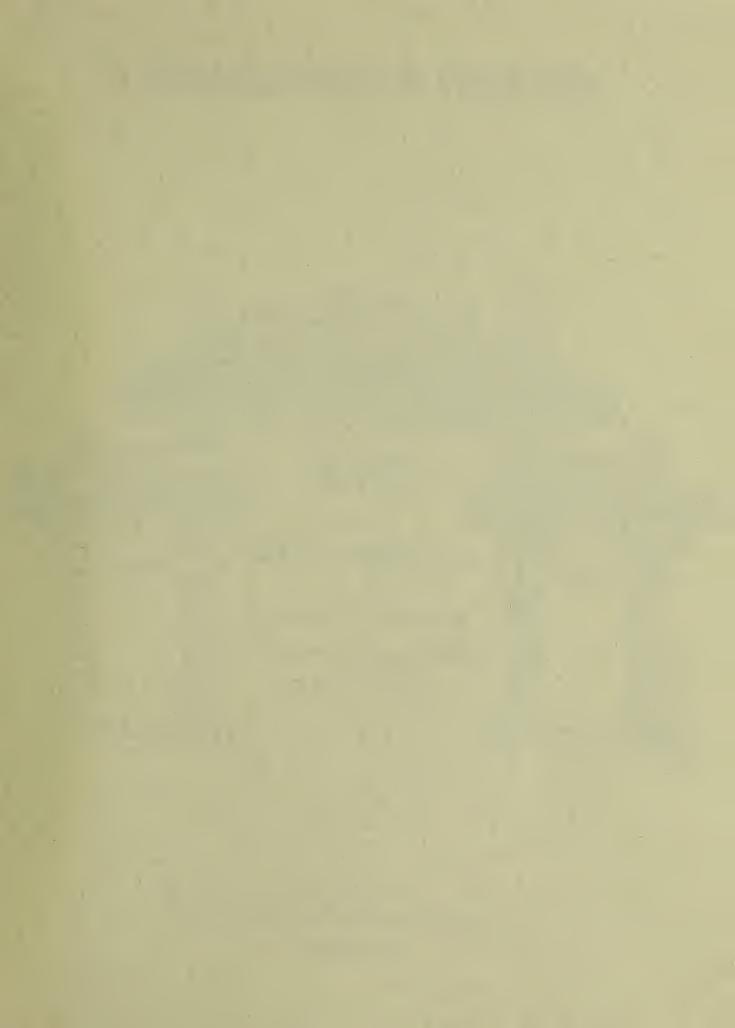
Lois Heyman Scott Lulu Hwang Mabelitini

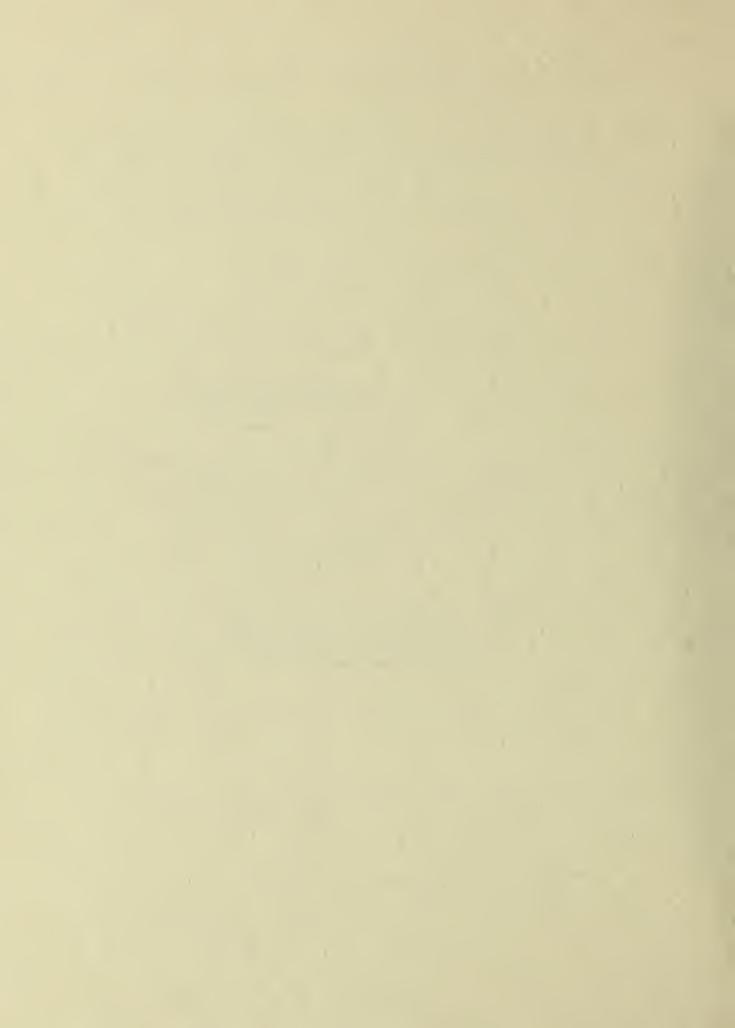
Interns:

Joanne Louie - data collection and entry Kit Hui - survey work, data entry and photography

Special Thanks:

Chinatown merchants and organizations for participating in interviews and surveys. Peter Groat, Department of City Planning, for programming data entry and compilations.





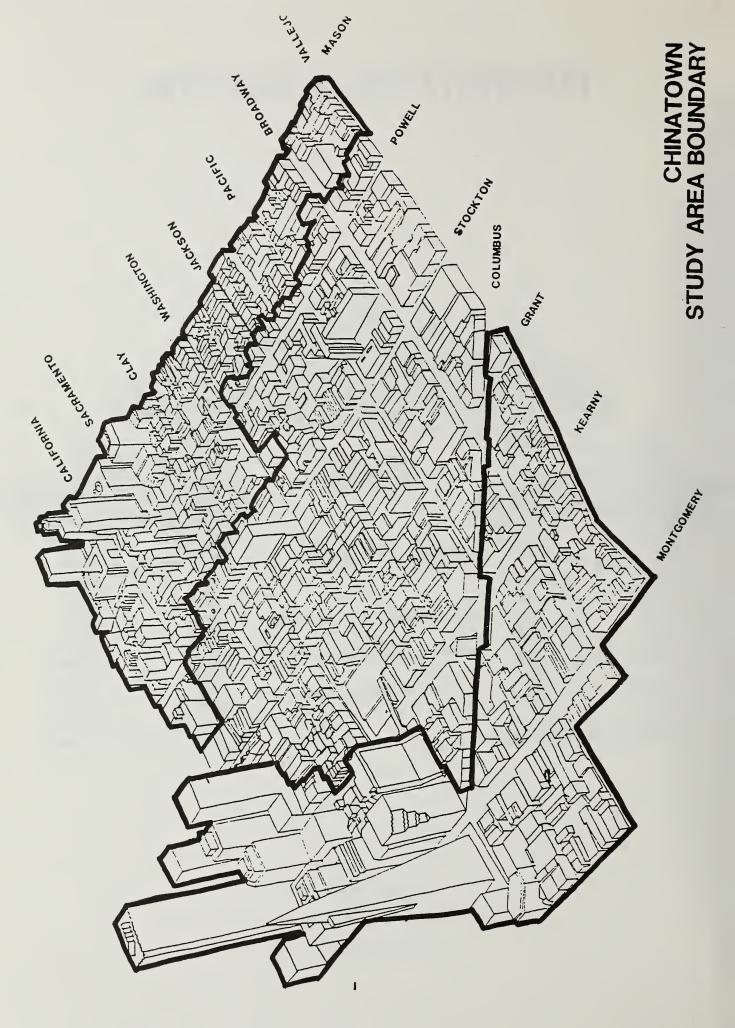
TRANSPORTATION IN CHINATOWN



prepared by

San Francisco Department of City Planning

DECEMBER, 1984



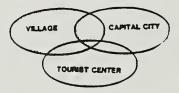
CONTENTS

	PREFACE	PAG
	PREFACE	ı
1.	SUMMARY	1
11.	TRANSPORTATION POLICY AND PROGRAMS RELATED TO CHINATOWN	2
	A. The Transportation Element and Downtown Plan B. The MUNI Five Year Plan C. The 1979 Chinatown Core Circulation Study (Tudor) D. The Alleyway Program E. The Transit Impact Fee	5 6 7
ш.	TRANSPORTATION ISSUES	10
	A. Pedestrians B. Transit C. Paratransit D. Vehicle Movement. E. Parking	.13 17 .19
ıv.	TRANSPORTATION NEEDS OF PEOPLE IN CHINATOWN	29
	A. Employees B. Visitors and Shoppers C. Residents D. Safety	.32
v.	POLICY DIRECTIONS FOR CHINATOWN PLANNING AND REZONING STUDY	34
	MAPS	
Map Map Map Map Map Map	Master Plan Policies In Chinatown Area Alleyway Program Transit Impact Fee Area Transit Routes In Chinatown Street-Width & Traffic Directions In Chinatown Daily Vehicle Volumes Chinatown Vicinity, 1979	8 9 14 20
	TABLES	
Table Table	Paratransit Services In Chinatown, 1984 Summary of On And Off Street Parking Spaces in Chinatown Vicinity, 1979 And 1984	26
Table	Employees Who Use Transit	
Table Table Table	5 Comparison of Residence Chinatown And Downtown Employees 6 Comparison of How Chinatown And Downtown Employees Get To Work 7 Chinatown Shopper survey	.30

PREFACE

Chinatown's streets and sidewalks often serve as one large walking open market place. Walking is a principal form of transportation for both Chinatown's residents and visitors. Probably some of the attraction of shopping in Chinatown is lively jostling with shoppers and residents on crowded sidewalks. The capacity of the streets to contain and service the flow of pedestrians, pedicabs, motor vehicles, buses, trolley coaches and trucks is often strained. Fortunately the daily and weekly rhythms and peak times of Chinatown's traffic pattern differ from those of the nearby Downtown for which Broadway, Stockton and Kearny Streets are conduits. There are times, however, of overlapping congestion.

As described in earlier issue papers for the rezoning study, Chinatown has three functions which are reflected in different kinds of traffic. Chinatown is a residential village, a capital city for Bay Area Chinese population and a major visitor attraction. Each of these concerns results in a different set of transportation needs.



In addition, Broadway, Stockton Street and Kearny Street serve as major commuter corridors for a number of downtown employees. The functional needs of Chinatown itself and vehicular access needs in relation to downtown can be in conflict with one another. The policy directions in this fourth issue paper address these divergent transportation needs arising from Chinatown's unique character and location.

I. SUMMARY

The first part of this paper reviews San Francisco transportation policy and programs relating to Chinatown. These include the Tudor Chinatown Core Area Traffic Circulation Study (1979); the Transportation Element of the Master Plan (1982); the annually updated MUNI Five Year Plan and the Downtown Plan (1984). Related programs include the upgrading of alleyways and the establishment of a Transit Impact fee. Both the 1979 Tudor Chinatown Traffic Study and the Alleyways program were funded by federal Community Development Block Grants (CDBG).

Drawing on these materials, the next section of the paper examines Chinatown transportation facilities and issues related to these facilities. A fourth section of the paper looks and the different needs of Chinatown residents, Chinatown visitors and shoppers and people who work in Chinatown.

In the final section of the paper, potential policy directions are identified. Policies which can be implemented by zoning are noted. Other aspects of transportation policy are suggested for consideration as changes to the Master Plan or existing transportation programs.

II. TRANSPORTATION POLICY AND PROGRAM RELATED TO CHINATOWN

A. TRANSPORTATION ELEMENT AND DOWNTOWN PLAN

TRANSPORTATION ELEMENT

The Transportation Element of the San Francisco Master Plan which sets the framework for transportation policy in Chinatown was adopted in 1972 and last amended by the Planning Commission in 1982. It is organized into sections representing the major components of San Francisco's transportation system including transit, car and trucks, pedestrians, the Downtown and parking. The Element has two general goals:

Meet needs of all residents and visitors for safe, convenient and inexpensive travel within San Francisco and between the city and other parts of the region.

Use the transportation system as a means for guiding development and improving the environment.

The first goal is partially met in Chinatown. Walking, a primary means of transportation, is inexpensive and convenient. Transit, another important means of travel, is subsidized in a variety of ways. Riders may buy a \$20 "fast pass" for a month of unlimited riding. Senior citizens (65 years and older) can ride for five cents or on a monthly Discount Pass costing \$2.50. Due to traffic congestion and crowding, transit service is not always convenient. Parking in Chinatown in neither convenient or inexpensive.

The second goal, advocating the use of the transportation system to guide development, is difficult to achieve when the street patterns are already as firmly established as they are in Chinatown. However, modifications in the direction of travel (one way streets), changes in the frequency of transit service, installation of transit lanes, center street transit guideways or shallow subways, alleyway improvements and changes in parking arrangements all can affect and enhance development patterns. An example is the one way northbound direction on Grant Avenue helping draw visitors from the retailing areas of downtown to Chinatown and North Beach. Such transportation modifications should complement and reinforce the preferred development pattern identified through the Chinatown Planning and Rezoning Study.

Mass Transit According to the Transportation Element, Chinatown is one of the areas of the city where mass transit has a policy priority because (1) it is an area where there are many residents of limited means who don't own or drive automobiles and (2) Chinatown is close to Downtown.

An important means for the support of mass transit is the creation of transit preferential streets. On these streets, interference with transit vehicles may be reduced by establishment of exclusive bus lanes, restrictions on automobile movements which conflict with buses and prohibition of auto-oriented (drive in) land uses.

As shown on Map 1, the Master Plan presents a hierarchy of street classifications intended to provide specialized functions (auto and truck movement, transit movement, pedestrian movement) for particular streets. This hierarchy is not entirely operational in Chinatown because the designated travel modes overlap.

Transit Preferential Streets in Chinatown include Stockton, Powell, Broadway, California, Sacramento, Clay Streets and Columbus Avenue. Stockton Street, for example, nas curb platforms for trolley bus loading. California and Powell are Transit Preferential streets by virtue of the cable car slots.

<u>Primary Vehicular Streets</u> The Transportation Element contains a policy to establish thoroughfare streets (major routes for motor vehicles) consistent with the character and use of adjacent land.

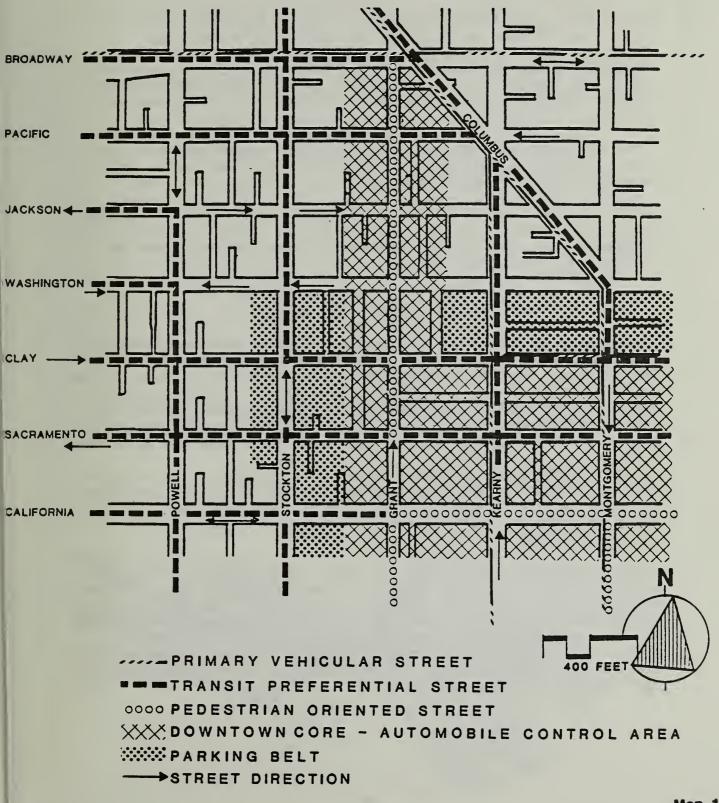
Columbus Avenue is designated as a major thoroughfare -- a route of city-wide significance distributing traffic from the freeways and other districts. Within Downtown and near Downtown, Broadway, Kearny and Montgomery are also considered as primary vehicular streets. Washington and Clay, east of Kearny are similarly designated.

Generally only streets on the edges of the Chinatown Core, rather than its center, are designated as primary for vehicles. Even though they are primary vehicular streets, Broadway, Kearny and Montgomery all have bus routes and many activities which attract pedestrians.

Pedestrian Oriented Streets The Transportation Element stresses priority for walking for parts of the city, such as Chinatown, where commercial and residential development is highly concentrated. The sidewalks of Pedestrian Oriented Street are to receive special treatment to make walking comfortable and pleasant. Grant Avenue is designated as a Pedestrian Oriented Street.

Parking Parking policies in the Transportation Element are concerned with preventing negative effects from new parking facilities on the livability of surrounding neighborhoods. To protect neighborhoods, strict criteria of need are established. The Element takes a wary view of new parking and its impacts by discouraging surface parking as an interim use. Joint or shared use during off-use times of already established private parking for institutions or business is also proposed. Preferential on-street parking for residents which has already been established by sticker programs for areas to the north and west of Chinatown, is also favored.

MASTER PLAN POLICIES IN CHINATOWN AREA



DOWNTOWN PLAN

The Downtown Plan incorporated into the Master Plan November 29, 1984 builds on policies contained in the Transportation Element. Its transportation focus is on the moving of commuters in and out of downtown. Both Plans designate a "Core Auto Control Area" extending the length of Grant Avenue to Broadway and including Kearny and Montgomery Streets between Sutter and Clay. In the Auto Control Area, pedestrians, transit and service vehicles have priority use.

At the edge of the Auto Control Area a "Parking Belt" for short term parking serving Downtown is designated along Stockton and Clay.

The Downtown Plan provides for future feasibility study of a shallow subway (for electrified trolley coaches) running under Stockton Street through Chinatown similar to what is under construction in Downtown Seattle.

Three additional Pedestrian-Oriented Streets are added in the Downtown Plan: Columbus, Commercial Street between Clay and Washington, and Montgomery, north of California.

Zoning controls adopted with the Downtown Plan remove part of Chinatown south of Washington from C-3 "Downtown" parking controls. Thus permanent legislation will need to address commercial and residential parking standards in the Planning Code.

B. MUNI FIVE YEAR PLAN

The San Francisco Municipal Railway Short Range Transit Plan, 1984-1989, covers both immediate and longer term improvements to meet MUNI goals. These include: meeting transit demand, cost efficiency in operations and increasing convenience, dependability and comfort. The Plan notes that city-wide MUNI ridership has been increasing by 6% annually since the 1980-81 fiscal year. Chinatown is an area of particularly intensive transit use and is served by diesel and electrified buses and cable cars.

Some of the improvements related to Chinatown proposed in the MUNI Five Year Plan have already been implemented: The #30 AX, BX Stockton lines use articulated motor coaches (buses that bend in the middle). The Public Utilities Commission has increased contracting with providers of paratransit trips.

Longer term programs under study include: (1) purchase of articulated trolley coaches to increase capacity on the #30 Stockton line which would represent a 50% increase of capacity for that line; (2) creation of a new #20-Columbus line via Folsom, Fremont, Front, Sacramento, Kearny and Columbus to North Point incorporating parts of the #15, #30 and #41 lines; (3) study of electrification (possibly light rail) for the existing #15 motor coach line; (4) study of the Stockton/Columbus corridor for conversion to light rail.

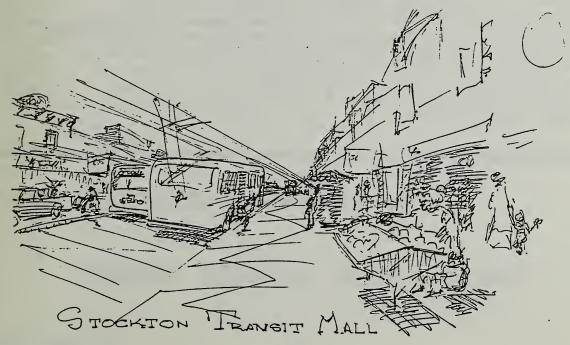
C. CHINATOWN CORE CIRCULATION STUDY

The Chinatown Core Area Traffic Circulation Study was published in 1979 through the Department of City Planning as a resource document for identifying transportation needs and recommending policies and a set of projects for implementation with city, state and federal funding sources. Production of the study had been urged by T.R.I.P., a Chinatown transit advocacy group first formed during the transit strike of 1976. The principal consultant for the study was Tudor Engineering which was assisted by both citizens advisory and technical committees.

The significant policy recommendations of this study concerned the concept of a preferential vehicle program -- "the designated preferential vehicle area should be viewed as a pedestrian activity and shopping area in which only high priority vehicles will be allowed during peak traffic hours". Traffic priorities would be applied to commercial and transit vehicles, emergency vehicles and other "essential" vehicles. Low priority would be given to through private vehicles. The coverage suggested was an area roughly bounded by Stockton, Pacific, Grant and Clay Streets. The study also included a separate and positive evaluation of a transit commercial street (no private automobiles) for the Stockton corridor.

Short term physical improvements recommended in the study included: (1) treatment of six problem intersections; (2) passenger loading platforms, lane markings and improvements to the tunnel for the Stockton corridor; (3) construction of pedestrian activity areas on Grant, Jackson and Washington Street; (4) improved signs for parking facilities; (5) more personnel for parking and traffic enforcement and (6) a "parking accommodation" program featuring shuttle buses (park and ride) connecting Chinatown with peripheral parking garages or lots. The intersection and Stockton corridor projects have been implemented.

The Tudor study included background and special survey data which the Chinatown Planning and Rezoning Study is updating, providing an opportunity to look at changes over a five year time span.



D. ALLEYWAYS

A December, 1980 study prepared by Mui Ho, as a project of the Chinatown Neighborhood Improvement Resource Center in cooperation with the Chinatown Better Parks and Recreation Committee, covered Chinatown Alleyways: Their Potential. Their Future. The report recognized that alleyways form a vital connective network for pedestrians and advocated enhancing and modifying them better to serve as open space resources.

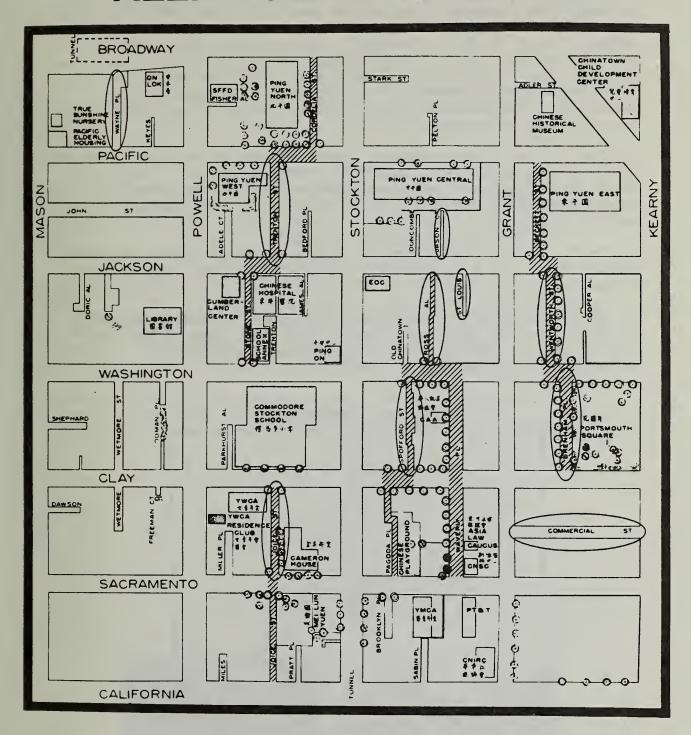
Mui Ho traced the history of alleyways to the pre-earthquake containment of Chinese population into a six block area and the division of these blocks into small lots with interior passageways. She said alleyways were more numerous and connected before the 1906 earthquake. After rebuilding, the pattern became more fragmented.

Mui Ho recommended that the alleys be improved in a manner to again become "overtly connected pedestrian havens" and to "fit into a master plan for the entire Chinatown Core area, of which a primary goal is the improvement of the pedestrian environment.

Design features proposed for alleyways included special paving, greenery in planters, seating, lighting and bollards. Since 1980, there have been a number of alleyway improvements undertaken with Community Development Block Grants as a funding source. The Chinatown Neighborhood Improvement Resource Center assists in initial project design based on community preference and helps in forming alleyway associations for each alley. CNIRC has also organized an overall Chinatown Alley Improvement Association as an umbrella organization to raise money for maintenance. Maintenance is now done on a voluntary basis by volunteers for each alley, by persons directed by the courts ("pretrial diversion") and by the City on special request.

Initially Ross, Spofford and Hang Ah alleys were upgraded under the auspices of the Department of Public Works Streets and Highways Division. Beginning in 1983, projects have been designed through DPW Park Engineering including Trenton and St. Louis (which are almost completed). Jason, Trenton II (a mini park for Ping Yuen), Wayne, Wentworth and Joice are now in the process of being completed. Projects to be funded under the 1985 Community Development Block Grant program are Brenham Place (pedestrian safety improvements) and Commercial Street between Grant and Kearny (brick repaving and sidewalk widening). Wayne and Commercial which were not originally included in the 1980 study are now CDBG projects. Improvements to Commercial Street, east of Kearny are being undertaken and organized by the developers of a large office project at 505 Montgomery.

ALLEYWAY PROGRAM



MINIMUM PROPOSED IMPROVEMENT

FUNDED THROUGH BLOCK GRANT

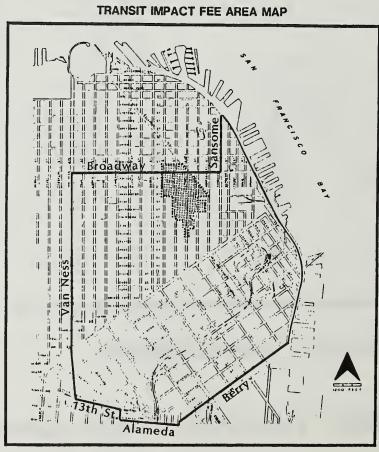
E. TRANSIT IMPACT FEE

The Transit Impact Development Fee Ordinance was enacted May, 1981. The purpose of the ordinance is to require developers of new office buildings in a defined district in downtown San Francisco, "to pay a fee which is related directly to the incremental financial burden imposed upon the Municipal Railway (MUNI) in serving the new riders generated by those new buildings over the life of those buildings. The Chinatown Study Area up to the south side of Broadway is within the area covered by this requirement. The ordinance does not apply to retail or residential space, only to office uses.

The fee is to be collected by the City at the time a Certificate of Final Completion and Occupancy is issued for an office building. The fee is set at \$5.00 per square foot and is based on the incremental cost of providing additional transit service over 45 years, the assumed life of a building.

The fee initially was challenged as being an unlawful special tax under Proposition 13, but a recent Superior Court decision held the ordinance to be valid.

The effect of the fee on development in Chinatown is limited because it is charged to office development only. Additional major office space does not have as high a priority to the Chinatown community as residential, retail and service uses.



Trensit impact Fee Aree
Chinatown Study Aree

III. TRANSPORTATION FACILITIES AND ISSUES

This section of the paper reviews Chinatown transportation facilities critically. Do they work? What are the problems and issues associated with them? Should existing policies or programs be changed?

A. PEDESTRIANS

The 1979 Chinatown Core Circulation Study recommended "pedestrian movements should, to the extent practical, be given the highest priority in transport facility development". The 1979 study notes that Chinatown's sidewalks are used by a high proportion of older pedestrians who may have slower perceptions of traffic hazards.

Although the Downtown Plan gives emphasis to speedy, freeflowing pedestrian movements, the pedestrian needs of local population in Chinatown may dictate other priorities. These needs are for access to shopping, social activities, recreation, residences, clubs and associations and bus services.

Pedestrian Travel The Chinatown Core Circulation Study resulted in some improved intersection design for identified problem intersections on both Columbus Avenue and Broadway. Other recommendations for removal of sidewalk obstructions and construction of activity platforms (expansion of sidewalks, Grant, Jackson, Washington) were not implemented. The relative narrowness of these streets was one of the problems.

Despite disruptions of the cable car reconstruction project and relatively little change in land use, the general conclusion can be drawn that pedestrian travel has increased as much as 8% over the last five years. Detailed "level of service" computations relating pedestrian counts to effective widths of sidewalks for a number of Chinatown locations have not yet been completed. Observation suggests impeded travel is fairly frequent. The number of pedestrians increases substantially during middays, both on weekdays and weekends. Although 1984 weekend travel was not surveyed, historic data suggest weekend pedestrian volumes are somewhat higher because of the combination of nonlocal shoppers, tourists and local residents.

Vending activities can obstruct sidewalks. Sidewalk and truck vending is a tradition of Chinatown and it adds color, character and interest. The restriction of these activities could be more of a loss than a positive benefit to the community.



Open Store Fronts An emerging pattern in Chinatown, especially along Stockton Street are store fronts fully open to the sidewalk and stores with interior arcades. Sidewalk openings, setbacks and arcades are all features that help give more space to pedestrians.

On the other hand, store front displays may overspill on to sidewalks and leave relatively little space for pedestrians. The City has a Storefront Display Ordinance which is not strictly enforced.



Alleyways Parking conflicts and maintenance are issues encountered in implementing the Alleyways program. The parking permitted in some alleys, for example, Wentworth and Waverly, conflicts with making these alleys havens for pedestrians. Vehicular traffic conflicts with the open space aspects of the alleys. Closure during certain hours is a possible solution, but difficult for businesses receiving deliveries at random times of the day.

Continuous maintenance is another issue. Volunteer efforts are not fully successful and DPW proves some clean up on a request basis. Problems with supervision of welfare recipient street sweepers and lack of small scale mechanical street sweeping equipment are cited by DPW as barriers to normal services.

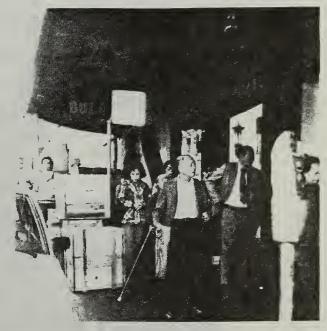
Policy Implications

- 1. Volume and density of people on sidewalks in Chinatown is among the highest in the City especially on the north south Street, Grant and Stockton.
- 2. Space available to pedestrians is at a premium.
- 3. Merchants may use part of the sidewalk or they may add to sidewalk space through opening storefronts to streets.
- 4. The Alleyway Program, already partially implemented faces problems of parking, maintenance and connection into a overall system or network.

Pedestrian Issues

- 1. Is periodic congestion (middays) a severe problem? Are there some positive aspects to crowded sidewalks?
- 2. When are sidewalk widenings justified? Which streets should have wider sidewalks?
- 3. Should new stores be required to provide some forms of pedestrian space?
- 4. Should the Storefront Display ordinance be more strictly enforced?
- 5. Should the alleyway program be strengthened by more sestrictions on parking, better city cleaning and better linkages between the improved alleys?





B. TRANSIT: MUNI ROUTES SERVING CHINATOWN

Map 4 shows the San Francisco Municipal Railway (MUNI) motorcoach, trolley and caple car routes serving Chinatown. Service is provided by eight MUNI bus and trolley routes (#1, #15, #41, #30, #30X, #30AX, #30BX, #83) and two cable car lines (#59 and #60). MUNI operates a total of 79 lines throughout the city. Line #30, the major north-south line, is scheduled to run on Stockton Street every three minutes, 9 am to 4 pm during weekdays and every four minutes, 9 am to 4 pm on Saturdays. The average daily number of passengers is 43,000. Line #15, another north-south line, has a scheduled frequency of 6 minutes, 9 am to 4 pm weekdays and 8 minutes on Saturdays. Cable car frequencies range from 6 to 10 minutes thoroughout the day.

Lines #1 and #83 are the major east-west lines. Line #1 increases in scheduled frequency to 3 minutes during commute hours on weekdays, and is from six to ten minutes during other parts of the day. The average number of daily passengers on Line #1 is 28,000. The 83 line has a scheduled frequency of ten minutes from 9 am to 4 pm and has the lowest average daily number of passenger of these four lines (3,000).

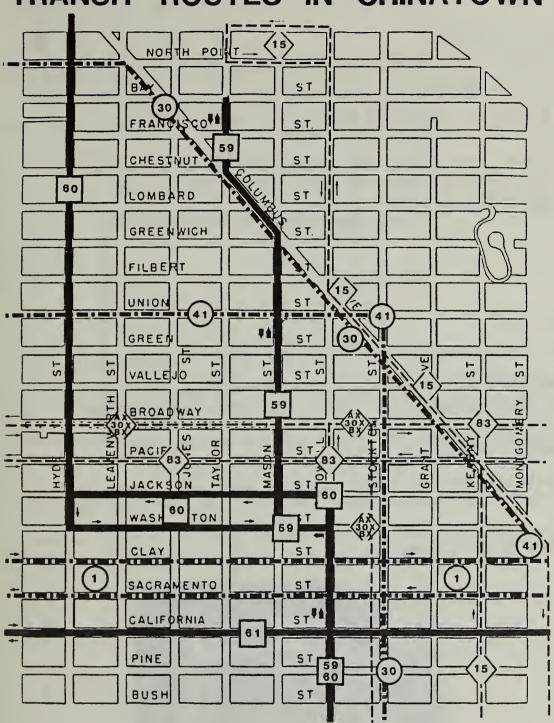
During peak commute hours (7 - 9 am and 4 - 6 pm) the #1 and #30 are very crowded, normally exceeding 125% of their seating capacities. The #1 and #30 lines average a 1.4 load factor (40% as many people as are seated are standing) while the #15 is slightly less crowded.

Bus service problems for Chinatown are most serious during the commute hours. However, in recognition of the heavy demand on Saturday and Sundays bus frequencies have been increased to match weekday-non commute times. Another transit problem for some of Chinatown's population is lack of Chinese signs on buses, thus causing difficulty in transferring or navigating throughout the city.

At the present time, MUNI service to Chinatown functions as both "long haul" commuter and local (service within Chinatown) routes. There appears to be an opportunity for more differentiation of longer distance and short trip routes.



TRANSIT ROUTES IN CHINATOWN



MOTOR COACHES



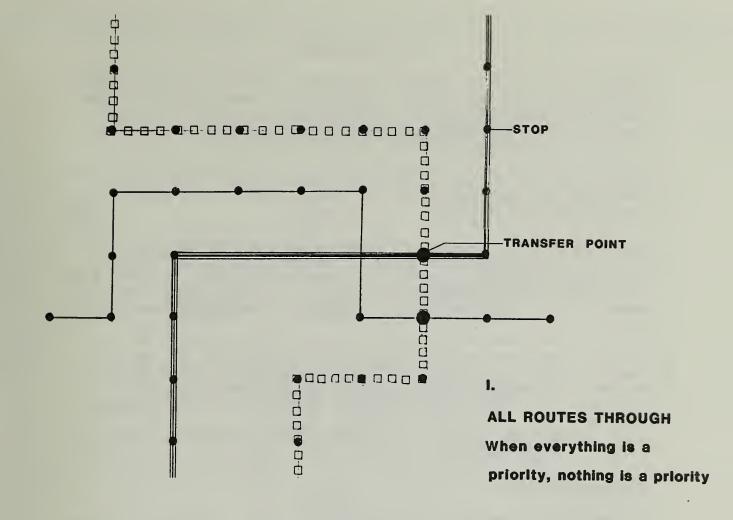
Policy Implications

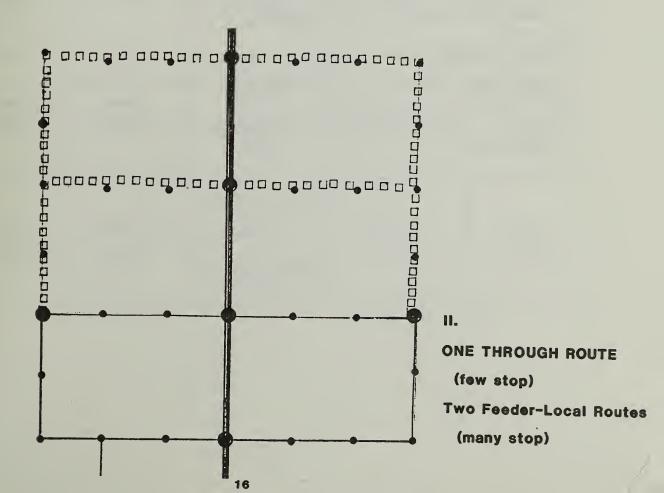
- 1. Transit lines originating outside Chinatown are often full when they reach Chinatown.
- 2. A number of lines serve Chinatown but none carry passengers in a loop route exclusively within Chinatown.
- 3. If local and commuter service were differentiated, the transfer points between them would present special opportunities for development as transit centers.

Transit Issues

- 1. What sort of transit service improvements does Chinatown need?
- 2. How might capacity increases be made on crosstown lines that would provide Chinatown residents with faster less crowded services?
- 3. Should some form of loop service within or surrounding Chinatown be created? Where should it go?
- 4. A study of a shallow transit subway on Stockton Street has been proposed in the Downtown Plan. How could this best serve Chinatown?
- 5. What are the implications of heavy transit use for land uses adjacent to transit route streets?







C. PARATRANSIT

Paratransit is generally defined as alternate transportation services for those who can't use regular mass transit, such as MUNI vehicles. Often paratransit clients are elderly and have physical handicaps. The San Francisco Public Utilities Commission funds approximately \$1.6 million per year for paratransit services (Fiscal Year 1983-4).

In Chinatown, paratransit services are supplied by Self Help for the Elderly, On Lok, NEMS and a number of church groups. These agencies use specially equipped small vans.

Another paratransit resource is vouchers which are administered through the San Francisco Commission on Aging. Eligible clients can purchase voucher books good with cooperating private taxi services. In 1984, more than 3,000 people used paratransit services. Less than 2% of these, however, live in Chinatown. Table ? summarizes paratransit resources in Chinatown.

Paratransit services have been increasing in recent years and are an important addition to regular MUNI services for elderly and/or disabled residents of Chinatown. Table 2 summarizes paratransit resources in Chinatown. This system is working well. No alterations are suggested.

Jitney services ply along Mission Street but are not presently permitted in other parts of the City.

Policy Implications

- 1. Existing paratransit is working well.
- 2. Traditional transit is often crowded.

Paratransit Issues

- 1. Would jitney service add significantly to transit resources in Chinatown?
- 2. Should private bus services be included in certain forms of major new development?

TABLE 1

PARATRANSIT SERVICES IN CHINATOWN, 1984

NAME OF PROGRAM	SPONSOR	SOURCES & # OF AMOUNT OF VEHICLES ANNUAL FUNDING AND SEATS		WHO IS SERVED
Senior Escort Service	Self Help For The Elderly	City & County	& (MUNI) Or Taxi Elderly	
On Lok	On Lok	Have Their Own Transp. System For 300 Patients Funded Through Medi - Care & Medi - Cal	Five Vans - Eight Seats Per Van	Elderly & Disabled
NEMS	NE MS	Support Services For Clientele Group Only	One Station Wagon	Low-Moderate Income And Eld./Disabled People Needing Mediacl Attention
Cameron House	Cameron House	Presbyterian Church \$155,000 From Church	Two Vans	Only For Transporting Kids To Camp Retreats 6 - 7 Times A Year
Voucher System	Commision On Aging	PUC/Paratransit Broker Contract \$7,000/\$25,000 = \$32,000	Vans Or Elderly Private &	

D. VEHICLE MOVEMENT

Daily vehicle traffic volumes for major streets were measured for the Tudor study in 1979 and are illustrated on Map 5. In several cases, more recent counts are available. Vehicle trips are related to both downtown-destined commuting and to origins and destination within Chinatown. Columbus, Broadway and Sacramento show considerable increases in traffic during commute peaks. Generally the four lane two directional peripheral streets are used more for through trips than the narrower interior streets.

Broadway is a four lane facility used by regional traffic feeding to the connection to Embarcadero Freeway or by traffic using the Broadway Tunnel to avoid hillier crossings to the north-western parts of the city. Restaurants and entertainment are major destinations on Broadway itself. The average daily traffic along Broadway was 30,000 in 1979. 1984 counts of east bound traffic going toward the Embarcadero freeways indicates an increase over the 1979 levels. The commute patterns of the street are indicated by the east bound peak (1,700 vehicles/hr in 1979) in the evening and the west bound peak (2,300 vehicles/hr in 1979) in the morning.

Columbus is a four lane through street which had 20,000 average trips per $\overline{\text{day in 1979}}$. Recent counts indicate an increase. South of Broadway, there is a peak traffic period between 8 and 9 am. However in the evening, there is a substantial increase in traffic both north and south, probably reflecting the restaurant trade.

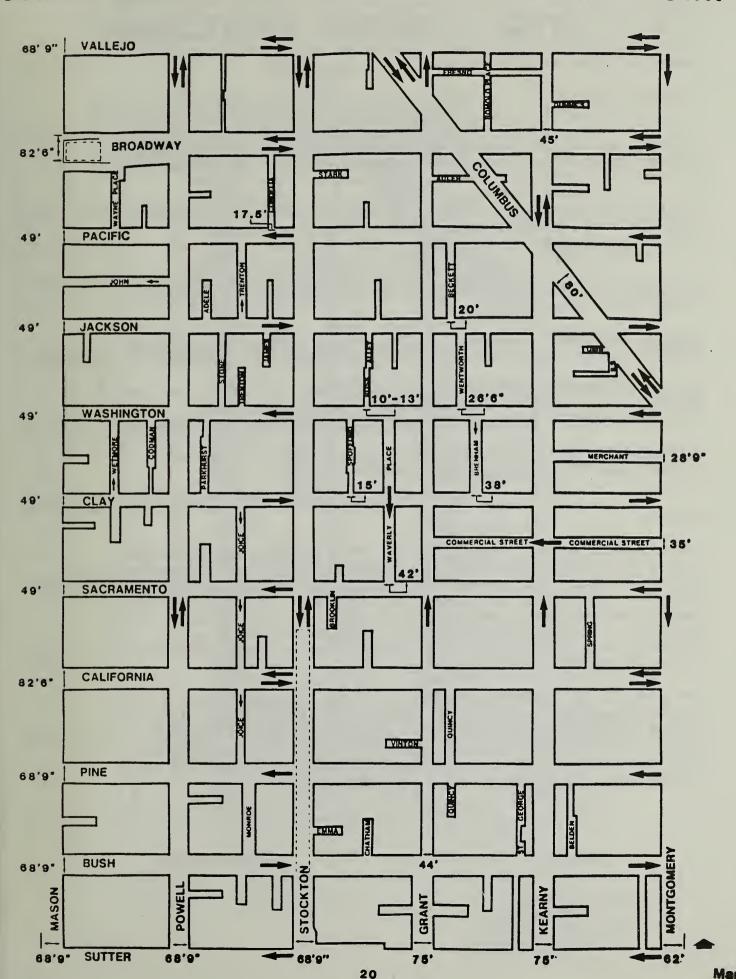
Kearny is one way throughfare steet for north bound traffic. In 1979, it had an average daily traffic volume of 15,000 vehicles. It serves about 1,000 cars per hour, with a peak between 5 and 7 pm.

North-South Streets

Grant Avenue has a single northbound traffic lane with turning lanes related to the one way east-west street pattern. Its continuity from Market Street to Union Square is broken by a forced right turn at Broadway. It serves souvenir stores, restaurants and a number of tourist-related businesses. The 1979 daily traffic was 5,000 vehicles, with a continuous flow of 200 to 300 vehicles per hour between 11 am. and 10 pm. Much of this traffic appears to involve windshield touring

Stockton is a major north-south four lane street with two-way traffic. It contains whosesale and retail commercial uses serving both local and regional Chinese population. The average daily traffic was 12,500 in 1979. There is an increase in volume during weekends. During both weekends and weekdays, the greatest amount of traffic occurs between 1 pm and 6 pm. There is a general ratio of twice the number of southbound vehicles as those going north.

STREET-WIDTH & TRAFFIC DIRECTIONS IN CHINATOWN



Powell is a two way street, but has a relatively low daily traffic volume $\overline{\text{of 5,000}}$ vehicles. Cable cars travelling nine miles per hour share the street with cars. Powell has a steep grade south of California Street. The street contains housing and a more varied and dispersed pattern of commercial uses than either Stockton or Grant.

East-West Streets

Except for the major two way streets, Broadway and California, the hilly east-west streets of Chinatown have been made one-way. East-west trips through the Chinatown Core are discouraged by reversing one-way movements at Jackson and Washington Street at the cable car line on Powell.

Pacific is one way, west bound, through the study area. It has peak traffic during the weekday evening commute, but tends to have a relatively steady volume of traffic between 11 am. and 10 pm., indicating local traffic service. Weekend traffic is slightly increased.

Washington has one traffic lane is is one way westbound. It primarily serves local traffic.

Jackson, eastbound below Powell, is the location of many restaurants and seems to have a 7 pm to 9 pm dining-related peak of traffic volume.

<u>Clay</u> Street which is eastbound has no commute peak, but shares the other characteristics of Pacific. Sacramento which is westbound has a pttern similar to Pacific, with a downtown traffic commute peak in the evening.

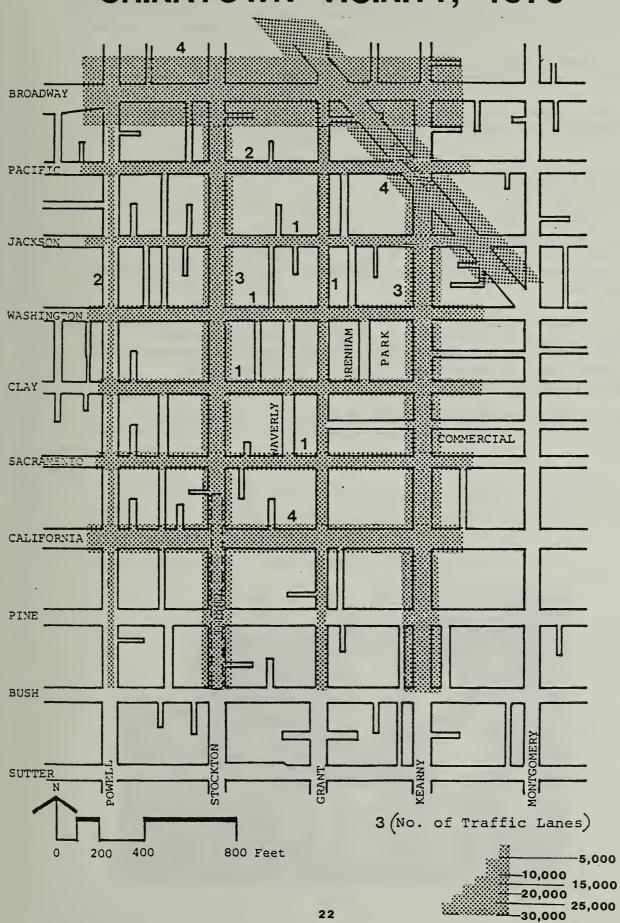
<u>Sacramento</u> has one traffic lane and is one way eastbound. It tends to become a peak hour thoroughfare for commuter traffic.

Summary

Vehicle operations in the study area can often be described as saturated flow, which denotes a stop-and-go situation and is considered to be the worst level of traffic service. It is therefore not uncommon to take ten minutes or longer to drive through the core area. This happens on both weekdays and weekends. A major factor is the significant increase in pedestrians, causing additional traffic conflicts and delays and midblocks, intersections and alleys. Another factor is motorists in search of parking.

The diversity of transportation vehicular needs has created several problems requiring resolution: (1) morning peak through traffic to the central district conflicts with local truck loading (2) evening peak through traffic conflicts with pedestrian and local vehicular traffic (3) private vehicles conflict with transit movement throughout the day on certain transit oriented streets (discussed earlier).

DAILY VEHICLE VOLUMES CHINATOWN VICINITY, 1979



Policy Implications

- 1. Broadway and Columbus are the most heavily utilized streets and appear to be reaching capacity during peak commute hours and providing a poor level of service at certain intersections.
- 2. Stockton has lower traffic volumes, but often has blocked intersections at peak commute or shopping times.
- 3. East-west Streets, even with low volumes and reverse one-way patterns have stacking and blockages, often due to double parking.
- 4. Traffic congestion contributes to noise and air pollution affecting residents of Chinatown.

Vehicle Movement Issues

- 1. Are some major traffic pattern changes desirable?
- 2. Are there some east-west streets from which automobile traffic should be diverted?
- 3. Should Chinatown become a protected precinct with through east-west traffic directed to Broadway or to the Pine Bush couplet and north-south traffic directed primarily to Montgomery and Kearny? This would leave Stockton Street primarily for pedestrians, commercial vehicles and transit.
- 4. Should automobile traffic be banned on Grant Ave. during certain hours?

Commercial Vehicles and Goods Movement Most of Chinatown's 1,300 businesses require deliveries. The meat, fish and produce businesses concentrated in the vicinity of Stockton and Broadway have the highest volume and frequency of deliveries. Curb lane loading often conflicts with transit in the northern portion of Stockton Street, especially in the early morning hours. About half of the 1,000 curb spaces in the study area are marked for short term (less than one hour) use.

Continuing problems in movement and delivery of commercial goods are: (1) congested traffic (2) scarcity of curb loading spaces (3) illegal parking in existing loading spaces.

A potential solution for goods delivery -- consolidated delivery or warehousing -- may not be cost effective when there are many individual small businesses. Presently, there is no public entity to study or effectuate this solution, especially in conjunction with the gradual rebuilding and renovation of Chinatown. It has been successfully applied to various retailing in Manhattan. Timing of deliveries to off-peak periods, coupled with better enforcement, was a recommendation of the 1979 Core Circulation study.

Policy Implications

- 1. Commercial vehicle movement is vital to business in Chinatown.
- 2. Sometimes commercial vehicles conflict with transit and other vehicle movement.
- 3. Merchant cooperation is needed for a workable solution.

Goods Movement Issues

- 1. Is there any merchant support for better coordination of timing of deliveries to off hour peaks or for some form of consolidated delivery or warehousing?
- 2. Are some further City regulations of loading justified?



E. PARKING

Parking space is scarce in Chinatown. Commercial projects in Chinatown have historically not required inclusion of any parking. The southern part of the Chinatown Core Area which has been regulated under a downtown zoning district (C-3-G) has been exempt from off-street parking requirements. The reasons for this exemption, as cited in the Planning Code, include: existing traffic congestion; accessibility by public transit; existing public parking facilities. In the northern part of the Chinatown Core, commercial development on lots smaller than 20,000 sq. ft. has also been exempted from parking through the "Washington Broadway Special Use District". This district was created for similar reasons, but also in explicit recognition of the desirability of "retention and conversion of many existing buildings of established character".

In spite of exemption from parking for new commercial projects in Chinatown, new residential uses have required one parking space per residential unit under San Francisco's zoning regulations except for housing for the elderly.

Off Street Parking Off street parking in the Chinatown vicinity is provided through the San Francisco Parking Authority in the Vallejo-Stockton, Portsmouth Square, St. Mary's Square and the Sutter-Stockton garages and a number of private garages and lots. Approximately half of the total off street parking space are publicly owned.

Although the off steet parking supply has increased by 340 spaces in the last five years, waiting lines around parking facilities continue to adversely affect traffic and transit circulations. This is particularly true at the entry to Portsmouth Square garage. The prices of parking have almost doubled in five years. The prices of the publicly owned parking facilities are generally lower than those which are privately owned. Public garage operators report lots reach capacity daily, generally during 12 - 2 pm.

The area of most critical need is for shoppers and visitors. Shuttle bus systems for satellite lots and garages beyond easy walking distances were advocated in the 1979 study. This seems to be the most direct and economical solution for periods of peak need. A 1981-82 attempt to link free MUNI trolley service from the Sutter Stockton garage to Chinatown on Sundays was not very successful. Factors contributing to low use of this free service for paying patrons of the garage included the lack of publicity given the program and the competition from free weekend parking provided by the Embarcadero Center.

On Street Parking The number of available on street parking spaces in the study area has remained fairly consistent between 1979 and 1984. About 54% of street spaces are metered, 35% of street spaces are specifically designated for commercial delivery and the remaining 11% have other restrictions. Parking metering is considered to increase parking turnover.

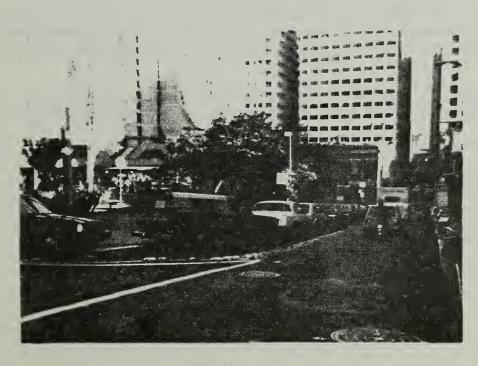
When 1979 and 1984 parking on each block in terms of legal spaces available and the number of spaces (legal and illegal) actually used were compared, the proportion of illegal parking decreased significantly. Only about 7% of parked cars were observed in non-legal spaces in 1984.

TABLE 2

SUMMARY OF ON AND OFF STREET PARKING SPACES IN CHINATOWN VICINITY, 1979 & 1984

	1979	1984
Lots and Garages	5,903	5,907
(open to public)		
New Lots and Garages		304
(open to public)		
Private Lots and Garages (for institutions, etc.)		674
(101 mstructions, etc.)		
On Street Parking Spaces	875	897
TOTAL	6,77 8	7,818

Source: Department of City Planning Survey



Policy Implications

- 1. Parking facilities often reach capacity at midday.
- 2. Standing lines of cars interfere with traffic and transit operation and lower the air quality near two out of three Chinatown parks which also serve as parking facilities.
- 3. Sites for additional major parking facilities in Chinatown are severely limited because of cost and access factors.
- 4. There appears to be some opportunity for improvement in information provided for and management of existing parking facilities.

Commercial Parking Issues

- 1. How should parking requirements be treated for commercial activities in new Chinatown zoning?
- 2. Should new zoning continue to not require parking for commercial development?
- 3. What can be done to improve the operation of public garages?
- 4. Should parking be metered on evenings and Sundays?

Residential Parking Residential parking patterns for new housing are exemplified in two large residential projects in Chinatown. The Mandarin Tower project consists of condominiums for upper income households and Mei Lun Yuen project has rental units for lower income households. In Mei Lun Yuen, 56 spaces are available but only 12 are used. In Mandarin Towers, there is no on-site parking, but 10% of the residents rent parking nearby for an average reported cost of \$150 per month.

Policy Implications for Residential Parking

- 1. Low use of parking combined with very low car ownership patterns of Chinatown residents in older housing, indicate that a much reduced parking requirement is appropriate for both subsidized and market rate housing.
- 2. The existing one-to-one residential parking standard is in excess of current need and is a deterrent to development of new housing.

Residential Parking Issues

- 1. How should residential parking requirements be treated in new Chinatown zoning?
- 2. Should non market rate (subsidized) housing have much lower requirements than market rate housing?
- 3. Should off site residential parking be encouraged?

TABLE 3

COMPARISON OF NUMBER OF TRANSFERS FOR CHINATOWN AND DOWNTOWN EMPLOYEES WHO USED TRANSIT

NUMBER OF TRANSFERS	CHINATOWN	DOWNTOWN
None	35	44
0ne	40	49
Two	16	6
Three or more	9	1

Source: Department of City Planning Chinatown Survey, 1984

TABLE 4

COMPARISON OF TIME SPENT GETTING TO WORK
BY CHINATOWN AND DOWNTOWN EMPLOYEES

TIME	CHINATOWN	DOWNTOWN
15 minutes or less	36 %	10 %
16 - 30 minutes	36	39
31 - 45 minutes	14	27
46 - 60 minutes	12	18
More than one hour	2	6

Source: Department of City Planning Chinatown Survey, 1984

IV. TRANSPORTATION NEEDS OF PEOPLE IN CHINATOWN

A. EMPLOYEES

There are approximately twice as many people who work in the Chinatown Core (20,000) as those who are residents (10,000), with some overlapping. In August of 1984, a telephone sample survey of Chinatown employees was conducted by the Department of City Planning to identify residential and commuting characteristics of Chinatown's working population. The recently completed environmental impact report for the Downtown Plan provides similar survey information for employees in Downtown.

According to the DCP telephone survey findings, employees in Chinatown are much more likely to live within San Francisco (84% vs. 53%) than those employees in Downtown. Of those Chinatown employees living in San Francisco about a third live in or near Chinatown in the northeast section of San Francisco.

Given this finding, it is surprising that about 35% of those working in Chinatown say that they use an automobile to get to work. The average cost of parking for those who drive is reported to be a modest \$4 per day, much lower than costs generally charged for public off-street parking in and near Chinatown (\$10 to \$12 per day). Some form of barter is implied by these comparatively low prices.

In Chinatown, 40% of the employees used transit, compared to Downtown's 55%, but about 25% of Chinatown employees walk to work. Of the transit users, about 2/3 report that they need to transfer at least once. Overall, Chinatown employees report they average a little less than 1/2 hour in getting to or returning from work -- not an unusual amount of time for a commute.

When asked about commuting problems, the walkers-to-work said they had no problems. The drivers said more parking was needed. Creation of additional long term commuter parking, however, would be in conflict with Master Plan policies, and the past reduction or elimination of commercial parking requirements in Chinatown zoning.

Policy Implications

- 1. A greater proportion of Chinatown employees drive to work alone than Downtown employees.
- 2. Of transit users, more Chinatown employees transfer than downtown employees.
- 3. Chinatown employees have less direct service from neighborhoods where they live than downtown employees have from their neighborhoods.
- 4. Workers are using up to 50% of available off street parking capacity urgently needed by shoppers.
- 5. Transportation broker (advisor) programs have been used successfully in major downtown office complexes.

TABLE 5 COMPARISON OF RESIDENCE CHINATOWN AND DOWNTOWN EMPLOYEES

Place of Residence:	CHINATOWN % EMPLOYEES	DOWNTOWN % EMPLOYEES
Live N.W. Section of San Francisco	19 %	17 %
Live N.E. Section of San Francisco	33	7
Live S.W. Section of San Francisco	25	21
Live S.E. Section of San Francisco	7	8
Live Outside San Francisco	16	47

Source: Department of City Planning Chinatown Survey, 1984

Downtown Plan EIR

TABLE 6 COMPARISON OF HOW CHINATOWN AND DOWNTOWN EMPLOYEES GET TO WORK

MODE	CHINATOWN	DOWNTOWN
Drive Own Car (no passengers)	28 %	17 %
Carpool (2 Or More Person)	6	15
Vanpool	1	2
Walk	26	5
BART	8	17
Other Public Transit	1	15
Muni	31	28
Other		1

Source: Department of City Planning Chinatown Survey, 1984 Downtown Plan EIR

Chinatown Employee Issues

- 1. Should MUNI direct transit service to Chinatown be increased from the Southwest and Northwest (Sunset and Richmond) districts?
- 2. How, given many small businesses, can ride sharing and transit use through a transportation broker program be increased? Which institutions or organizations could assist?

B. VISITORS AND SHOPPERS

A recent Saturday survey provides some insights on visitors and shoppers.

TABLE 7

CHINATOWN SHOPPER SURVEY
Saturday Dec 17,1983

Made of Travel to Chinatown		
Mode of Travel to Chinatown: Drive car	17.0%	
Ride in car	30. 0	
Ride Muni	32.0	
Walk	10.0	
Other	2.0	
Live in Chinatown	3.0.0.0	9.0%
TOTAL	100.0%	
Areas of Residence:		
San Francisco	65.0%	
South Bay	17.0	
East Bay T	6.0	
North Bay	4.0	
Outside Bay Area		8.0%
TOTAL	100.0	
Number of Stores Visited That	t Dav:	
One	4.0	
Two	9.0	
Three	13.0	
Four	26.0	
Five	17.0	
Six or More	31.0	
TOTAL	100.0	

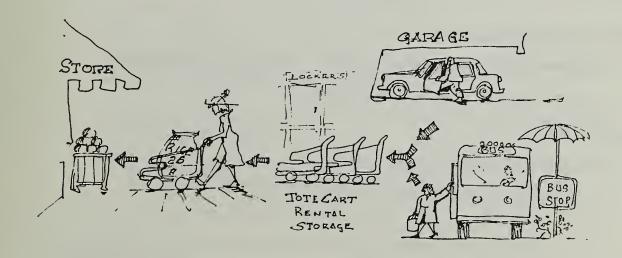
Source: DKS Associates

Policy Implications

- 1. Saturday is the busiest shopping day of the week with the highest volume of activity from 10 am to 4 pm.
- 2. The average shopper goes to five different stores per visit, resulting in the need to carry lots of bags and parcels.
- 3. About 19% of shoppers arrive on foot; about 1/3 use transit; nearly half come in cars with vehicle occupancy of about three people per vehicle.
- 4. About peak times, there is a shortage of several hundred to a thousand parking spaces. (Chinatown workers are using about 3,000 spaces of available supply).
- 5. Many cars cruise looking for parking spaces or simply drive around slowly while passengers shop.
- 6. Increasing the supply of parking would probably still lead to a similar shortfall in parking and traffic capacity is already strained.

Visitor/Shopper Issues

- 1. How can access for weekend shoppers and visitors be improved when they tend to travel in large groups, carry a number of parcels and come from a greater distance than they do during the week?
- 2. Is some form of parcel delivery service feasible?
- 3. Would shopping cart rentals or courtesy loans from parking garages be workable or would they further crowd the congested sidewalks?
- 4. Can Chinatown employees cooperate in lowering their parking use on Saturdays?



C. RESIDENTS

As indicated in an earlier Issue Paper, very few Chinatown residents own or drive automobiles. Only 14% of the working population drive a car to work. Walking is the primary means of transportation for over half of the people who work. However, many of Chinatown's residents, particularly the elderly, are not in the labor force.

Policy Implications

- 1. Residents are heavy users of pedestrian spaces and transit.
- 2. Existing residents generally do not require parking facilities.

Pedestrian Issues

- 1. How can residents be more protected from traffic impacts?
- 2. What are some ways to buffer residential development from traffic?

D. SAFETY

Study of reported accidents over the last five years in the Chinatown area shows a relatively steady pattern with a decline in 1983. 1983 had fewer reported accidents, but the proportion of injuries has increased.

REPORTED ACCIDENTS IN CHINATOWN AREA, 1979-83

Year	Injury	Non Inj.	Total
1979 1980 1981 1982 1983	60 55 42 43 48	229 268 257 257 174	289 323 299 300 222
, 500	,0	1,	

Source: Department of Public Works records from Police Reports.

Policy Implications

- 1. Comparatively, these safety figures are better than Downtown?
- 2. There is always room for improvement.

Safety Issue

- 1. How can the streets be made safer?
- 2. How can the injury rate be lowered?

V POLICY DIRECTIONS

1. Pedestrians

Improve pedestrian access and amenity.

Emphasize pedestrian circulation connections and linkages.

• In the Alleyways program, provide environmental enhancement for adjoining uses, particularly those of a residential character.

Limit and restrict auto use and parking on alleyways to gain maximum benefits from improvements and beautification.

Improve pedestrian amenity by providing special pavement, greenery, seating and bollards.

Provide a regular City maintenance program.

 Maintain an adequate amount of effective sidewalk width on major shopping streets.

Widen sidewalks at appropriate locations.

Create arcades where possible.

Remove unnecessary sidewalk obstacles and enforce sidewalk display regulations.

• Recognize the importance of sunlight protection for high volume pedestrian streets and congregating areas.

2. Transit

Continue to improve transit services for Chinatown.

Provide transit services with origins in Chinatown.

Consider a loop route within Chinatown.

Provide more frequent transit services on weekends.

Improve transit signage and create bilingual signs for transit lines serving or connecting to Chinatown.

Provide bus passenger loading platforms and queuing railing at appropriate locations.

Provide free MUNI rides or shuttle services for those who park in designated peripheral parking garages.

- Explore and implement priority treatment for transit service.
- Support exploration of the shallow subway concept for transit on Stockton Corridor.

3. Paratransit

- Maintain the existing, high quality programs.
- Explore the possibility of jitney service to and from Chinatown.

4. Transportation System Management

 Develop transportation brokerage services for Chinatown employees, possibly focusing on different occupational groups in Chinatown such as restaurant employees, retail sales employees, etc.

Emphasize critical need for shopper/visitor parking on Saturdays and encourage Chinatown employees to use alternative transportation on Saturdays.

5. Goods Movement

- Recognize sidewalk and truck vending as a traditional part of Chinatown and study opportunities for some consolidation of activities.
- Encourage consolidation of freight deliveries.
- Increase nighttime deliveries to produce greater efficiency and reduce congestion.

6. Vehicle Movement

• Continue measures to discourage commuter and east-west traffic in Chinatown.

Consider a through traffic bypass system to the east of Chinatown.

- Improve traffic circulation and directional signage to indicate through and non-through routes, and parking facilities.
- Strengthen Stockton Street's accessibility for transit and local goods.

Explore the possibility of peak period towaways on Stockton Street.

• Improve traffic channelization around the Portsmouth Square garage.

7. Parking

• Continue to make more effective use of existing parking.

Provide more parking enforcement on weekends.

Explore operation of parking metering on Sundays and holidays.

Explore possiblity of replacing restricted zone parking with parking meters.

Consider use of attendant parking in existing parking garages to increase their capacities.

Design parking rates to encourage short term parking and discourage all day parking.

Consider providing tote cart rental stations in parking garages for shopping on Stockton and Grant Street commercial areas.

Design signs and maps to indicate street directions, available parking and bus services.

• Continue to explore parking opportunities for Chinatown.

Encourage future facilities to be located in mixed use structures in conjunction with other uses such as residences, commercial services or off-street goods loading and storage.

For any new parking, consider accessible intercept parking on the northern or eastern fringes of Chinatown.

• Continue to exempt commercial development from parking requirements in Chinatown zoning.

Consider reduced standards for parking in housing developments, particularly projects involving public subsidies.

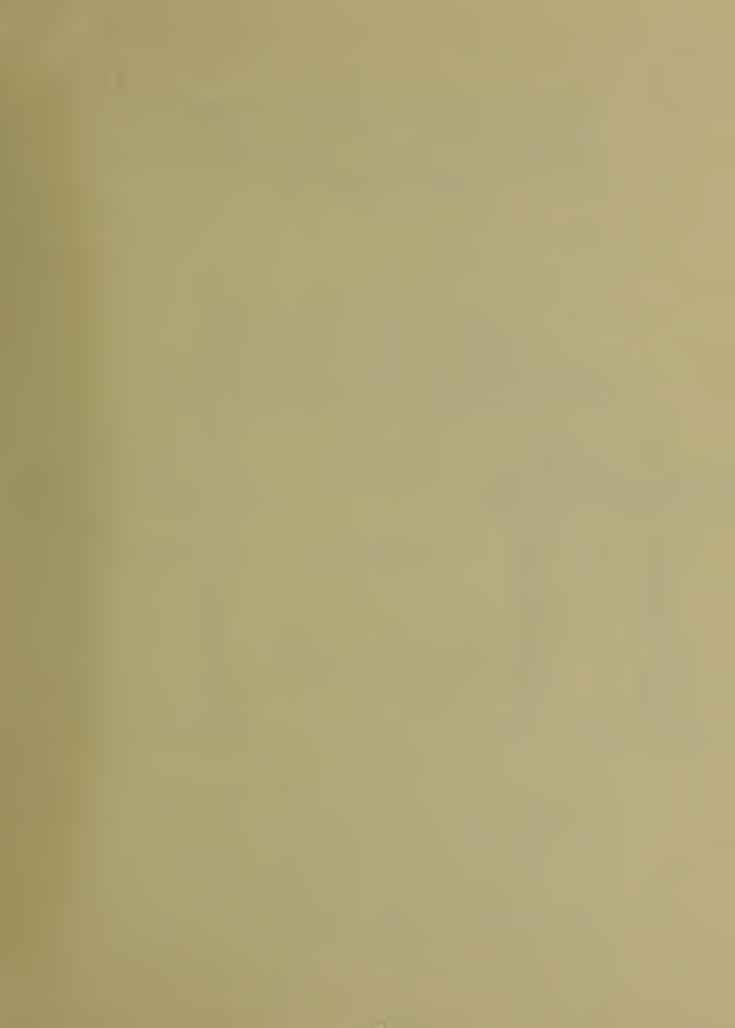


CREDITS

Dean L. Macris, Director of Planning Milton Edelin, Deputy Director of Planning Robert Passmore, Zoning Administrator

George Williams, Assistant Director, Plans and Programs

Robin Jones, Chief of Programs
Project Team:
Lois Heyman Scott
Lulu Hwang Mabelitini
Kit Hui
Joanne Louie





URBAN DESIGN, PRESERVATION, OPEN SPACE, SOCIAL SERVICES, IN CHINATOWN



prepared by
San Francisco Department of City Planning
APRIL 1986

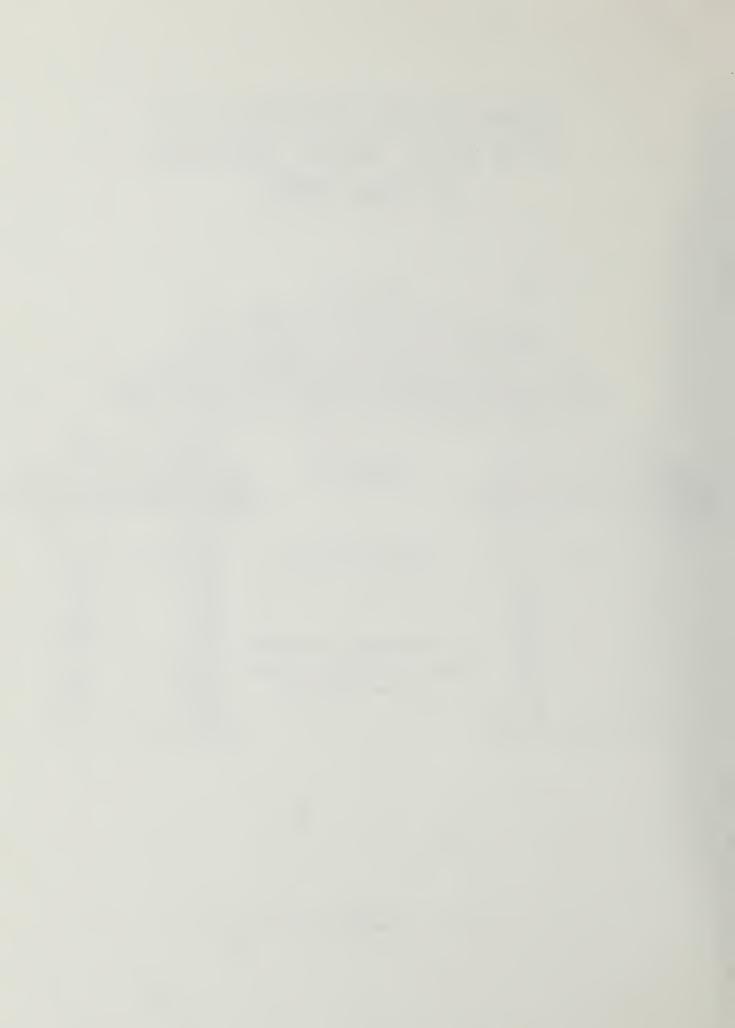
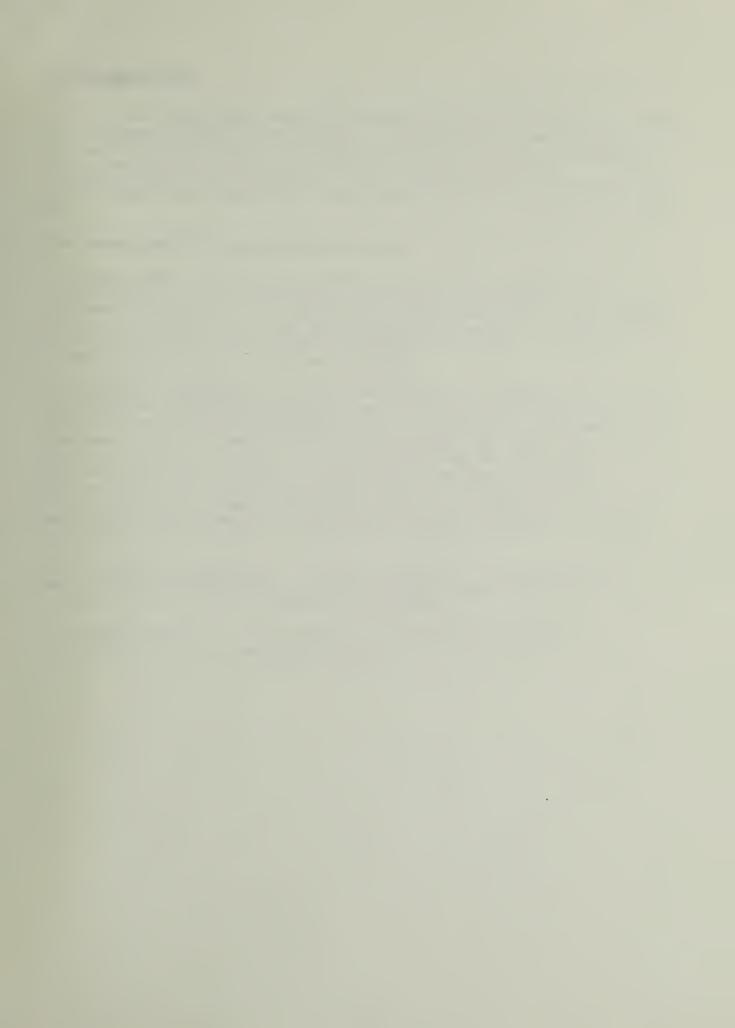


TABLE OF CONTENTS

INT	TRODUCTION	Pg.
ı.	URBAN DESIGN	2
	Master Plan Urban Design Element	
	Urban Design Issues Specific to Chinatown	
	Height Analysis	
	Bulk Analysis	
	Density and Floor Area Ratios	
II.	HISTORIC PRESERVATION	11
	The Architectural Tradition of Chinatown	
	Historic District Procedures	
	Historic District Proposals	
111	I. THE NATURAL ENVIRONMENT	19
	Open Space in Chinatown	19
	Master Plan Objectives	
	Existing Public Open Space Resources	
	Park Use in Chinatown	
	Potential Open Space In Chinatown	
	Financial Resources for Additional Open space	
	Open Space Policies	24
	Climate "The Fog Never Comes to Chinatown"	25
	Climate as a Community Asset	
	Preserving the Quality of Existing Space	
	Proposed Policy - Sun on Sidewalks	
	Wind Comfort	26
	Proposed Policy	

27





INTRODUCTION

The first four issue papers which were prepared during 1985 covered: (1) Land Use, Population and Development Trends; (2) Housing; (3) Commerce and Employment and (4) Transportation. This fifth and final issue paper covers design, preservation, open space and social services. A Summary Recommendation report being published at the same time as this last issue paper proposes draft Master Plan policies and rezoning for the Chinatown Study Area.

This issue paper is organized as follows:

- I. <u>Urban Design</u>: The form and history of the built environment. A discussion of policies of the Urban Design Element of San Francisco's Comprehensive Plan, followed by an examination of urban design issues specific to Chinatown, drawn in part from the findings of the previous issue papers. An analysis of height and bulk sets the stage for new height and bulk recommendations proposed in the Summary Report.
- II. Historic Preservation: A history and analysis of architecture of Chinatown, including an explanation of the rating process for determining significant and compatible buildings in the district. This is followed by the department's and the Landmark Board's recommendations for historic district boundaries. The Landmark Board's proposal encompasses more buildings. The Department recommends individual landmark status for some buildings on Stockton Street rather than a very large district. A draft version of architectural and urban design guidelines which would regulate alterations and new construction is presented in the Appendix as part of potential text for the Historic District plan.
- III. The Natural Environment: A review of Chinatown's climate and open spaces in regards to the community's need for more extensive park and recreation space, and further protection of sunlight.
- IV. <u>Social Services</u>: A brief inventory and assessment of health, education, childcare and employment programs.

I. URBAN DESIGN

This section reviews general urban design policies contained in the San Francisco Master Plan and supplements these policies with an analysis of urban form specific to Chinatown. Certain key design elements, such as height, size of buildings and activities at street levels and upper stories are illustrated. The information in this section provides background for description of the history and significance of Chinatown's architecture presented in Section II.

A. Master Plan Urban Design Element Policies Relevant to Chinatown

Since, 1971 the Urban Design Element of the San Francisco Master Plan has helped guide development in San Francisco. Many of its broad principles are relevant to Chinatown. Together with specific Chinatown Planning goals and some more detailed design policies for the Study Area, these principles form the basis for zoning recommendations in the Chinatown Study Area.

The Urban Design Element describes the form of the city in terms of its coast and waterfront, hills and ridges, parks and its street grid of densely built structures. The pattern of Chinatown, as a hillside neighborhood facing Downtown and San Francisco Bay, is an example of this larger pattern.

Fundamental principles of the Urban Design Element apply to hills, open space and streets:

<u>Hills</u>: Lower buildings on slopes and higher ones on ridges and hilltops accentuate the forms and rhythms of hills. Generally, Chinatown's buildings on the slopes of Nob Hill should have lower profiles than the cluster of taller buildings at the crest of Nob Hill.

Parks: Clearly visible open spaces act help people identify where they are. In Chinatown, two prominent and historic squares, Portsmouth and Saint Mary's assist in defining location and character of their surroundings and in creating breathing space in a very urbanized part of the city. Protection of the quality of their sunlight (as been mandated by the recent initiative, Proposition K) and of the character of surrounding buildings is important both for urban design and for liveablity.

<u>Streets</u>: The spacing of streets and regularity of building heights along these streets impart a unifying rhythm to the City's form. The narrowness of Grant Avenue (44 feet) and of most east-west streets (49 feet) as well as the extensive number of alleys (over 30 in the study area) help dictate a restraint on adjacent building heights.

Certain streets in themselves help give identity to city districts. In Chinatown, Grant Avenue provides a popular image for many visitors. In protecting the identity and visual character of streets, the Urban Design Element notes the importance of horizontal facade lines in maintaining continuity along streets. In Chinatown, visual character is influenced by the

divisions of facades between ground level storefronts and residential stories above. While awnings, canopies and signs have in many instances helped establish the character of Chinatown, it is equally true that insensitive installation of these have also blurred and even obliterated the fine detailing of some original facades.

The following guidelines of the Urban Design Element apply to unique districts such as Chinatown:

"Recognize and protect outstanding and unique areas that constitute in a extraordinary degree to San Francisco's visual form and character."

"Recognize that historic buildings represent crucial links with past events and architectural styles, serve as landmarks and focal points for interest and orientation and add to a neighborhood's visual image."

"Emphasize the special nature of a district through its distinctive features -- including preservation and highlighting of architectural features common to the area and use of special materials and colors in buildings."

"Moderate the relationship of building forms to one another and other elements of the City pattern so that the effects will be complementary and harmonious."

B. Urban Design Issues Specific to Chinatown

Urban design analysis examines how the physical environment of a place is organized and understood by people who live, work or visit there. It can be used to examine the entire city or particular neighborhoods. Such understanding is necessary to evaluate needs and objectives for future development in Chinatown.

Scale relates to the perception of size, particularly that of buildings in relation to human observers and surrounding buildings and streets. Scale encompasses height, bulk and massing of structures. Chinatown's street scale is characterized by small buildings with active storefronts. Much of the intimacy, interest and liveliness of Chinatown's sidewalks is a result of this historical small scale development pattern.

Urban design issues in Chinatown which center around the problem of scale include determining the appropriate height and size for new building as well as the mix of uses. The solution of this problem involves analysis of the relation of buildings to streets and to other existing buildings in Chinatown. A additional issue, one which is analyzed separately, is the need for architectural and historic preservation and the reinforcement of the special cultural attributes of Chinatown.

C. Height Analysis

Height in Chinatown involves questions of design, environmental quality and economics. Much of the visual appeal of San Francisco is in its topography—and in the scale of existing development. Fitting new development into this environment, is, in a broad sense a matter of scale. The Downtown Plan has as a civic design goal for the Downtown the strengthening of the physical themes and scale that make San Francisco a unique urban place. Such a goal is also appropriate for Chinatown.

Existing Building Heights As shown in Table 1, one to three story structures comprise over 3/4 of all structures in the Chinatown study area. Existing height districts are far too permissive for an area of such small scale buildings. The scale of existing development needs to be protected by more compatible heights for future development.

Street Widths and Liveability The width of a street and the height of buildings at the edge of the street (street wall) can create a sense of enclosure. If the streets are wide and the buildings are low, the streets and sidewalks will have a very open appearance. Table 2 shows the existing relationship between average building heights and the widths of Chinatown's major streets. In no case is the average height of buildings more than the street width. Because of this Chinatown's streets are relatively open and sunny.

As documented in the Transportation issue paper, Chinatown's sidewalks are intensively used. With so many pedestrians, the openess and light available to the street is critically important. The environmental basis for reduced heights, explained more fully in Section III is retention of sunlight and wind comfort on streets, sidewalks and alleys. Certain setbacks of buildings to further protect sun access are also recommended.

Scale of Surrounding Districts Another consideration in the establishment of height limits is the scale and function of surrounding districts. The Downtown Plan provides that the downtown area should be the most intensive and largest scale retail and office area in San Francisco. Surrounding commercial districts, including Chinatown, therefore should be developed less intensively and complement the functions and scale of the Downtown. Of importance to height regulations in Chinatown is the Downtown Plan provision for a reduced 80 to 130 ft. limit in the downtown retail district south of Chinatown. This limit on the scale of new retail development indicates the need for revisions of the 160 feet limit in the southern portion of the Chinatown Study Area.

Another recent height change involves reduction of the height on the crest of Nob Hill to the west of Chinatown to 65 feet.

The design reasons for generally reduced heights are related to protecting the existing scale of buildings, keeping streets which comprise part of living area of the community open to the sky and air, keeping a compact downtown area as major focal area for taller buildings.

Architectural Preservation Lowered heights are also protective of architecturally significant buildings.

Reduction of Development Pressure The economic basis for reduced height Timits is similar to the reason for the North of Market area reduction of heights to 80 feet from 160 feet in much of its core. The concern in the North of Market area was to reduce speculative pressure based on unbuilt capacity. This reduction was intended to decrease the pressure to displace the existing businesses which served the residents and to provide an increased incentive to pursue the rehabilitation of existing buildings.

NUMBERS OF BUILDINGS WITH VARIOUS NUMBERS OF STORIES IN
EXISTING HEIGHT DISTRICTS IN THE CHINATOWN STUDY AREA

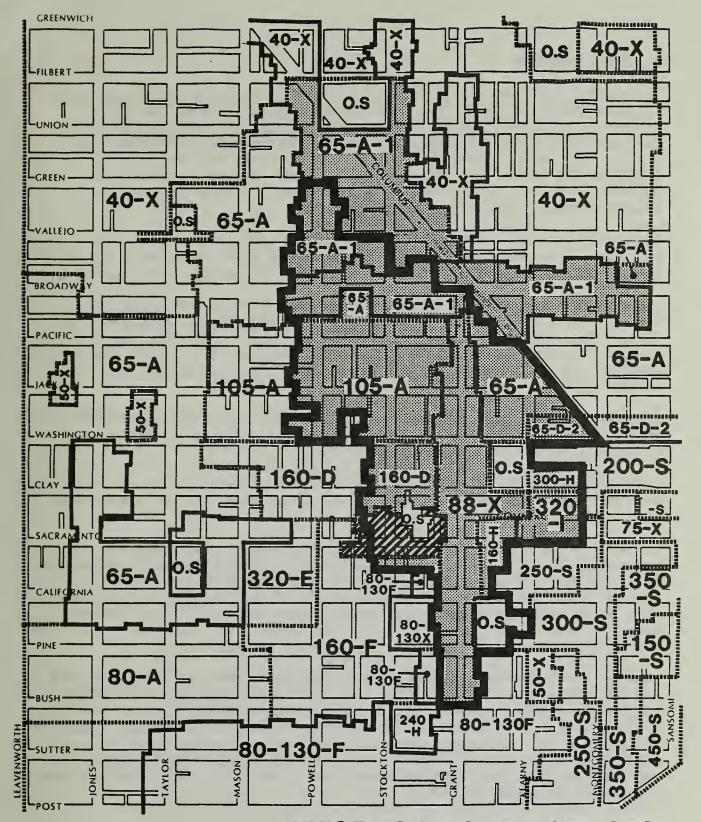
	NUMBER OF FLOORS										
HEIGHT DISTRICT	1	2	3	4	5	6	7-10	11-16	16+	TOTAL	CATEG* WITH THE MOST
65'	8	46	71	5	6	0	2	1	0	139	3
88'	6	28	77	37	4	2	3	0	0	157	3
105'	3	31	64	19	2	3	3	0	0	125	3
160'	5	15	40	22	7	3	5	0	1	98	3
300' OR MORE	0	2	2	1	0	0	0	0	0	5	2 & 3
0. S.	0	1	1	0	0	0	0	0	0	2	2 & 3
TOTAL	22	123	255	84	19	8	13	1	4	529	3

^{*}For example, in the area presently classified as a 65 foot height district, there are 8 one story buildings, 46 two story buildings, 71 three story buildings, etc.

RELATIONSHIP OF BUILDING HEIGHT TO STREET WIDTH
ALONG SELECTED STREETS IN THE CHINATOWN STUDY AREA

TABLE 2

STREET	STREET WIDTH INCLUDING SIDEWALK	HEIGHT DISTRICTS	MEDIAN BLDG. HT.
KEARNY	75 ft.	88-X , 300-H , 320-I	30 ft.
GRANT	44 ft.	88 - X	26 ft.
STOCKTON	68+ ft.	65-A, 105-A, 160-D, 160-F	38 ft.
BROADWAY	82+ ft.	65 - A	39 ft.
PACIFIC	49 ft.	65-A , 88-X , 105-A	30 ft.
JACKSON	49 ft.	65-A , 88-X , 105-A	36 ft.
WASHINGTON	49 ft.	65-A , 65-D-2 , 88-X , 105-A , 160-D , 300-H	28 ft.
CLAY	49 ft.	88-X, 160-D, 300-H, 320-I	35 ft.
SACRAMENTO	49 ft.	88-X,160-F,160-H,320-I	35 ft.



EXISTING HEIGHT DISTRICTS IN STUDY AREA AND VICINITY

CHINATOWN STUDY AREA

AREA WHERE INTERIM CONTROLS REQUIRE CONDITIONAL USE APPROVAL FOR BUILDINGS OVER 40 FEET IN HEIGHT

SUN ACCESS HEIGHT RECLASSIFICATION 50-100 FEET

D. Bulk Analysis

The average lot size (excluding parks and public housing sites) in Chinatown is approximately 3,400 sq. ft. The average building street frontage is between 25 to 27 feet, while building depths range from approximately 75 to 137 feet. In most cases, individual storefronts have lesser widths. The clustering of small storefronts, the variety of their merchandise give Chinatown its special delight to shoppers. Over the years, however, the combination of lots to facilitate the development of large projects has somewhat weakened these characteristics.

On large lots, bulk limits provide restrictions on the size and/or shape of a building. These restrictions can include maximum floor size limits as well as limits for the length of a facade and diagonal cross sections of a building.

Existing bulk limits in Chinatown allow new buildings to have a 110 ft. maximum length and either a 125 or 145 ft. maximum diagonal dimension. Thus, the permitted length for new buildings in Chinatown is at least four times the average frontage of existing buildings. The Planning Code bulk standards also limit the maximum building floorplate (or floor size) to between 13,750 and 15,400 sq. ft.

Only two percent of the buildings in Chinatown have average floor sizes greater than 13,750 sq. ft. In fact, approximately 84% of the buildings have floor sizes of less than 5,000 sq. ft.

Existing bulk standards should be revised since they would allow new buildings to create buildings having at least three to four times that of the average floor size in Chinatown.

Large floor plates are generally needed for major office buildings or for manufacturing. They are not required for retailing activities characteristic of Chinatown -- small businesses catering to the needs of a residential village, a capitol city for Chinese-Americans or to visitors. Nor are large floor plates needed for housing development where each living unit needs a number of windows. Allowing buildings with large floors could cause displacement pressure on existing retailing and service businesses.

Proposed design criteria to improve bulk controls would require any projects over 50 feet in width to be divided into smaller sections, so as to appear as individual buildings. Sun access and site coverage standards further reduce problems of bulk. At upper stories used for housing, site coverage should be no more than 75% Sun access setbacks, which vary according to the width and orientation of a street further avoid bulkiness and increase the tapering of new buildings. Standards for maximum sizes of individual storefronts further complement the proposed bulk controls.

TABLE 3

DISTRIBUTION OF BUILDING FLOOR SIZES IN THE CHINATOWN STUDY AREA

SQ. FT.	NUMBER	PERCENT
0 to 3,499	353	70
3,500 to 6,999	107	22
7,000 to 14,999	41	8
15,000 or more	61	13
TOTAL	510	100%

E. Density and Floor Area Ratios

The residential density of the approximately 48 net acres in the Chinatown study area is about 137.5 dwelling units per acre or 200 persons per acre. This compares with 48 dwelling units per acre on Telegraph Hill, 68 dwelling units per acre in North Beach and 15 to 30 dwelling units per acre in the Sunset and Richmond districts.

The overall coverage of Chinatown lots (or average floor area ratio) is 3.4 (meaning the average building contains floor space that is 3.4 times the area of the lot) with about half the floor space used for housing and half for non-residential uses. A substantial part of the non-residential space is used by institutions whose presence greatly contributes to Chinese culture and identity.

The prevailing pattern is ground level store fronts with two or three floors of housing or institutional activities above. This is a comfortable and workable pattern, one worthy of retention. Potential expansions of commercial activities to upper floors can be workable if the mixed use pattern is retained and the floor areas are scaled to the surroundings.

Proposed controls would limit commercial development to 2.8 times the lot area along Broadway and Kearny, twice the lot area in the Grant Avenue visitor retail area and one times the lot area for the remainder of the area. The difference between the allowed commercial space and the potential total space that could be built in conformity with the new height and bulk standards provides space available for development as housing or for institutional use.



II. HISTORIC PRESERVATION

This section surveys the architectural tradition and quality of Chinatown. Architectural ratings and the basis for designation of an Historic District are described. Recommended design policies based on this analysis are also presented.

A. The Architectural Tradition of Chinatown

The area west of Kearny Street, between California and Broadway has been the center of Chinese culture and life in California and the West Coast for over a century. Although physically destroyed by the 1906 quake and fire, its continuity as a commercial and residential area for Chinese population remains remarkably unbroken. The ethnic transitions common in most other older neighborhoods of major cities never occured in Chinatown. The rebuilding of Chinatown after the earthquake applied Chinese styles of architectural detailing to standard early 20th Century buildings. These buildings now provide a visible and symbolic demarcation of the heritage of this unique area of San Francisco.

San Francisco's Chinatown contains the largest and most dramatic collection of "Orientalized buildings" in the western hemisphere. The architectural forms of Chinatown are testimony to a unusual pattern of historical development in an American city, one in which selected features of Oriental architecture were incorporated into early twentieth century mixed use buildings. During the long history of immigration into the United States, many foreign communities have created structures symbolizing their native land. These reconstructions usually consist of only one or two buildings. Except perhaps for the French in New Orlean's Vieux Carre, no other community has replicated the building vocabulary of their foreign land on so large a scale as in San Francisco's Chinatown.

The pre-earthquake neighborhood contained three- and four-story Italianate buildings, many of which resembled existing structures in Jackson Square. The Yeong Wo District Association and the pagoda-like Chinese Theater were the only buildings of Chinese architectural design in the 19th century. Today, the only remaining 19th century structure is the landmark Old St. Mary's Church at the N.E. corner of California Street and Grant Avenue whose stone trim was carried to San Francisco in ships from China. The Chinese character of the pre-earthquake neighborhood, as well as other Chinese communities in California, was largely observed in its resident Asian population and a series of recurring decorative elements from the Orient. Windbells and flowered lanterns often hung from painted balconies. The floors of these balconies were lined with rows of porcelain pots. Brocades and embroideries, bronzes and porcelains, carvings of jade, ivory, coral and rose crystal, decorated shop windows. Signs and banners exhibited Chinese lettering.

Around the time of the earthquake, Chinatown's merchants and district associations sought ways to improve both the economy and the image of Chinatown. An eventual solution to the shrinking internal economy of Chinatown was to sell goods on a large scale to both tourists and residents

from other neighborhoods. Because Chinatown had been viewed negatively by the outside community since the 1880's, merchants seized upon the idea of using Oriental design motifs to create a positive image for both Chinatown and their individual businesses.

Bazaars, selling a wide array of curios and antiques from China, were among the first buildings to be designed in an Oriental style. The Sing Fat Company, founded in 1907 at the corner of Grant Avenue and California Street, was a pioneer in merchandising of Oriental arts and antiques in the west. Significantly, it was the first building whose design attempted a large-scale adaptation of Chinese architectural elements. In the following years, other retail venturers saw the economic value of such features.

The architects working in Chinatown at the turn of the century were primarily non-Chinese. Evidence suggests that the only Chinese designers before the Second World War were the Chin Fun and Quen Sun Builders. Architects working in San Francisco after 1906 received their impressions and images of Chinese architecture from a variety of sources, including architectural reference books, such as the histories of Sturgis and Bannister Fletcher, postcards, photographs and paintings of Chinese buildings.

As with other similar adaptations in the United States, the buildings of Chinatown did not authentically adapt Chinese architecture to local architectural practices. Architectural forms and technologies that had developed over several thousand years in China expressed its particular culture. These differed greatly from the newer application of selected Chinese elements (used largely for decoration) in Chinatown. Mythological and metaphysical in their meaning, these ornamental features of traditional Chinese architecture did not literally translate to new building types in a foreign land. Exterior ornamentation was unrelated to building structure. And of course, the materials and methods used in the construction of Chinatown and in post-earthquake San Francisco generally differed greatly from those historically employed in China.

When viewed in a wider context, Chinatown's individual buildings (as well as the district as a whole) capture and express the decorative spirit of the Orient. This spirit is derived from small design occurences within Chinatown, which convey certain traits of Chinese culture. Viewed from adjoining neighborhoods, Chinatown's streets communicate the atmosphere of a distant world. The crowded narrow streets and alleys contrast sharply with the wider streets of the downtown office district and Nob Hill. Balconies and Chinese signs projecting from stores create a three-dimensional street wall. Colorful pagoda roofs and other details add visual complexity and delight to the vista.

The intensity of Chinese elements varies considerably within the study area because the idea of an "Oriental City" was carried out in an incremental fashion, beginning just after the Earthquake and continuing to the present day. The historic area west of Portsmouth Square -- including the entire stretch of Grant Avenue between Bush Street and Broadway -- contains the most dense concentrations of Chinese elements. Waverly Place, Stockton Street and several of the east-west streets between Sacramento and Jackson Streets are also enlivened by numerous examples of Chinese derivative design.

Chinatown's overall architectural development also shares common traits with other districts to the south and west of downtown. The development of mixed-use buildings and residential hotels also occured in the Tenderloin and parts of the South of Market. Layered composition is common in those districts and in Chinatown. Typically in Chinatown, the base contains retail space while the top floor is used for district association meeting halls and prayer rooms; residential units occupy the intervening stories. The use of masonry (the result of post-1906 fire laws) and stone materials, consistent window proportions, and densely applied ornament also contributes to the architectural harmony of Chinatown.

In some cases, Chinese and Western designs were intermingled on a single facade. This is well illustrated by the mixture of Chinese and Spanish Colonial elements on the Commodore Stockton School. The Peking Bazaar Company Building (1921) at 450-64 Grant Avenue adds a two-tier pagoda-style tower to what is in almost every other respect a western building. Lastly, a great many purely western buildings are also located within Chinatown's borders, often significant works of architecture in their own right. Commercial Street, between Kearny and Montgomery Streets, exemplifies the small-scale commercial architecture of the post-earthquake era.

B. Historic District Procedure

Article 10 of the City Planning Code establishes procedures for the Preservation of historical, architectural and aesthetic landmarks. Under Article 10, five areas have been designated by the Board of Supervisors as Historic Districts: Jackson Square, Webster Street, the Northeastern Waterfront, Alamo Square and the Liberty Hill Historic District. Other historic districts under consideration include Telegraph Hill, Second/Townsend and Civic Center.

The purpose of a historic district is to "protect, enhance, perpetuate and use structures, sites and areas that are reminders of past eras, events and historical persons, or which provide significant examples of architectural styles of the past". A further objective is to protect and preserve the basic characteristics and the salient architectural details of meritorious and compatible buildings. Historic Districts are "living, changing areas, and not static museums".

In the establishment of a district, a design review procedure is tailored to the district's character. The nine member Landmarks Preservation Advisory Board reviews permit applications for exterior changes and new signs and makes recommendations to the Department of City Planning. The Department of City Planning must issue a "certificate of appropriateness" before building permits are approved. In all situations involving demolition or new construction, or in others where a proposal is determined by the Department of City Planning to be potentially detrimental, the Planning Commission holds public hearings and review.

C. Historic District Proposals

6. Interior

The proposed boundaries for the proposed Chinatown Historic District were determined by: 1.) A historic and architectural study of Chinatown by the Department of City Planning which included an updating of ratings done by the Foundation for San Francisco's Architectural Heritage; and 2.) A draft historic district case report which is currently pending action before the Landmarks Advisory Board.

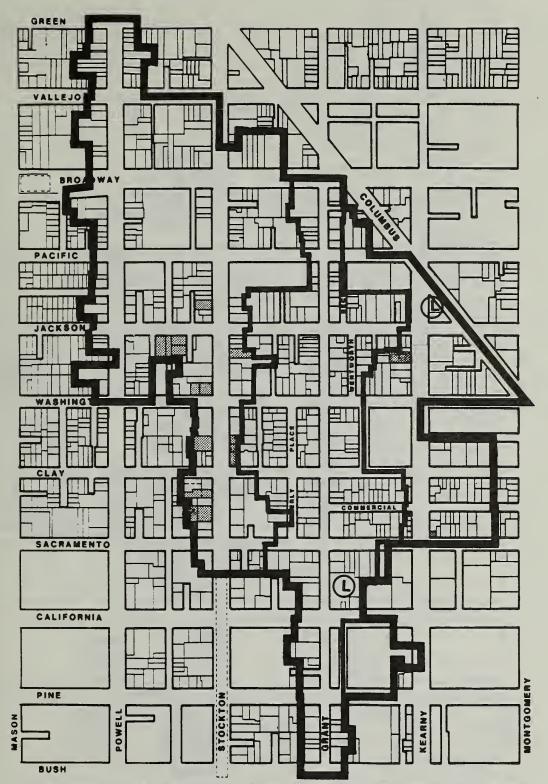
Both the Department and the Landmark Board proposed historic district boundaries were drawn with reference to locations of significant buildings. Compatible buildings were used to refine boundaries since they provide a valuable setting for Significant buildings. The Landmarks Board is recommending a more broadly bounded district than the Department.

1. Department of City Planning Study The June 1985 evaluation of the architectural, historical and environmental qualities was undertaken in order to recommend boundaries for a Chinatown Historic District. The Department used a similar rating system to the one used in the Downtown Plan to classify individual buildings on the basis of their architectural, historic and contextual importance. By establishing a uniform standard of judgement for each buildings the review panel was able to compare their discrete elements, both internally and in relationship with other buildings. The review included only those buildings rated A, B or C** (almost B) by the Foundation for San Francisco's Architectural Heritage.

The designation of each building was arrived at after an evaluation of 13 criteria which examined the building's architecture, history, relationship to environment and integrity. The criteria are summarized below:

Α.	ARCHITECTURE	В.	HISTORY	С.	ENVIRONMENT	D.	INTEGRITY
2. 3. 4.	Style Construction Age Architect Design	8.	Person Event Patterns	11.	Continuity Setting Landmark	13.	Alterations

Within each category, buildings were rated either Excellent (E), Very Good (VG), Good (G) or Fair/Poor (FP). The numerical values for each criterion varied in relation to the importance of that criterion to other criteria and the overall building evalution. A summary score was arrived at by adding the numerical ratings for each of the criteria. The point system ranged from a minimum of zero to a maximum of 90 points. These composite scores determined whether a building was of: A.)Individual Importance- greater than 44 points; B.)Contributory Importance- between 20 and 44 points; or C.)No Importance- less than 20 points. Buildings which were either built or severely altered after 1945 were not rated. The survey resulted in a list of 83 Significant buildings in Chinatown; of which 51 were embellished with Chinese ornament. In addition, the survey identified 33 Contextual buildings with Chinese ornament. Table A in the Appendix, lists all Significant buildings.



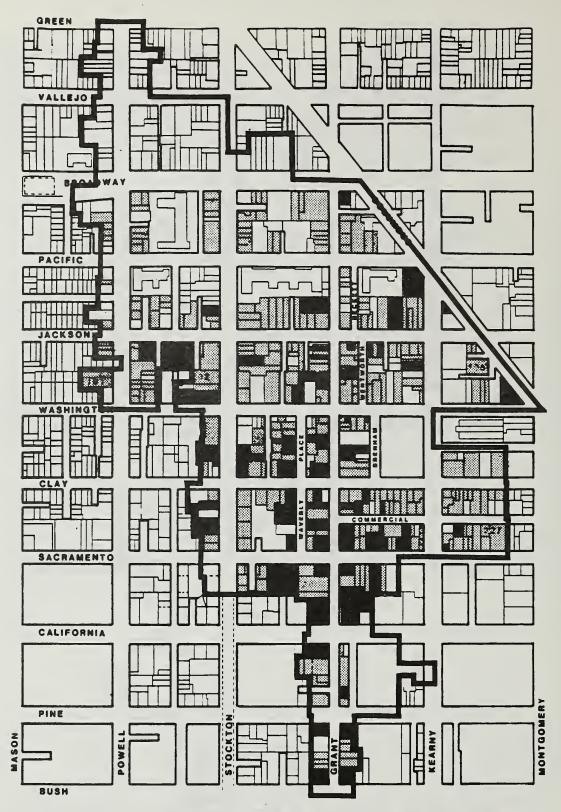
PROPOSED HISTORIC DISTRICT



BOUNDARY OF PROPOSED DISTRICT

EXISTING CITY LANDMARKS

PROPOSED INDIVIDUAL LANDMARKS



DCP RATINGS OF STRUCTURES



SIGNIFICANT



COMPATIBLE

The City Planning Department's proposed Historic District contains the major areas of Significant Chinese buildings on Grant Avenue and Waverly Place, alleys such as Ross and Spofford, as well as portions of east-west cross streets (i.e., Sacramento, Clay, Washington and Jackson Streets). Since Columbus Avenue and Kearny Street do not contain many Signficant or Contextual buildings with Chinese features they were not included in the district. Stockton Street was also not included within the district since its significant buildings are widely dispersed and lack the strong sense of architectural continuity evident on Grant Avenue and Waverly Place.

The Department proposal includes approximately 238 buildings in the proposed district; of which 61 were classified as Compatible with Significance and 150 as Compatible. Twenty seven buildings were not classified as a result of their design or construction after 1945. Twelve additional buildings rated as significant are recommended as individual landmarks outside the boundaries of the proposed district. They are listed in Table B in the appendix.

2. Landmarks Board Draft Historic District Case Report A draft case report for establishing a Chinatown Historic District is pending before the Landmarks Preservation Advisory Board (LPAB). This report, based on initial work by LPAB president, Patrick Mc Grew and contributions by other members of LPAB is structured around the statutory requirements to document the significance of a Historic District. The report reviews the factors of architecture, history, environment and integrity that warrant its protection as an historic district.

A summary of the draft report's findings will be presented when it is completed.



III. THE NATURAL ENVIRONMENT - OPEN SPACE AND CLIMATE

A. Open Space in Chinatown

1. Master Plan Objectives The Recreation and Open Space Element of the Master Plan contains the objective of providing opportunities for recreation and enjoyment of open space for every San Francisco neighborhood. Chinatown is one of the neighborhoods identified as deficient in these opportunities. Compared to the rest of the City, Chinatown has an especially high residential density, which includes concentrations of both elderly and children 6-12 years (groups having high needs for enjoyment of outdoor space in their immediate home environment). Due to its dense development pattern adjacent to the downtown, auto usage is considerably lower. Income levels in Chinatown are less than those in other areas of the City, and a majority of the population are not fluent in English. All these factors make it difficult for Chinatown's residents to go to open space facilities in other parts of the City, highlighting the importance of increasing neighborhood open space.

2. Existing Public Open Space Resources

с.	Chinese Playground	.591
b.	St. Mary's Square	.846
a.	Portsmouth Square	1.321 acre

2.758 acres

While the population of the Chinatown Study Area is 10,000, the population in adjacent residentially zoned blocks (also served by these parks) is nearly 5,000. The ratio between people and nearby open space is 2/10 of a acre per 1,000 population. City-wide, the ratio of residents to open space is almost 5 acres per 1,000 population. If large parks such as Golden Gate or McLaren are not counted, open space averages about 2 acres per 1,000 people for neighborhood-serving facilities. The Chinatown population has 1/10 of this average.

3. Park Use in Chinatown

The following findings are summarized from a 1985 study of Chinatown park users by Planning Intern Joanne Louie who conducted 120 interviews in the three major parks in the Chinatown vicinity.

In all three major open spaces in the Chinatown vicinity, (Portsmouth Square, Chinese Playground and St. Mary's Square) the greatest use of the parks occurs in the afternoon with individual stays ranging from 10 minutes to an hour. The age of most people who use Portsmouth Square is elderly (60+ years). For the Chinese Playground, users are about half teenagers (13-19 years) and half young adults (20-35 years), but for St. Mary's Square young adults (20-35 years) are the primary users. Half of the people who spend time in Portsmouth Square have lived in Chinatown for at least 5 years or over but for Chinese Playground and St. Mary's Square, many are not residents of Chinatown. Most park users are Asian in Portsmouth Square and Chinese Playground but not in St. Mary's Square. In rating the three open spaces, most people rate them as good. Most people who go to any of the three parks live in apartments or residential hotels and do not have a private yard, balcony or a patio.

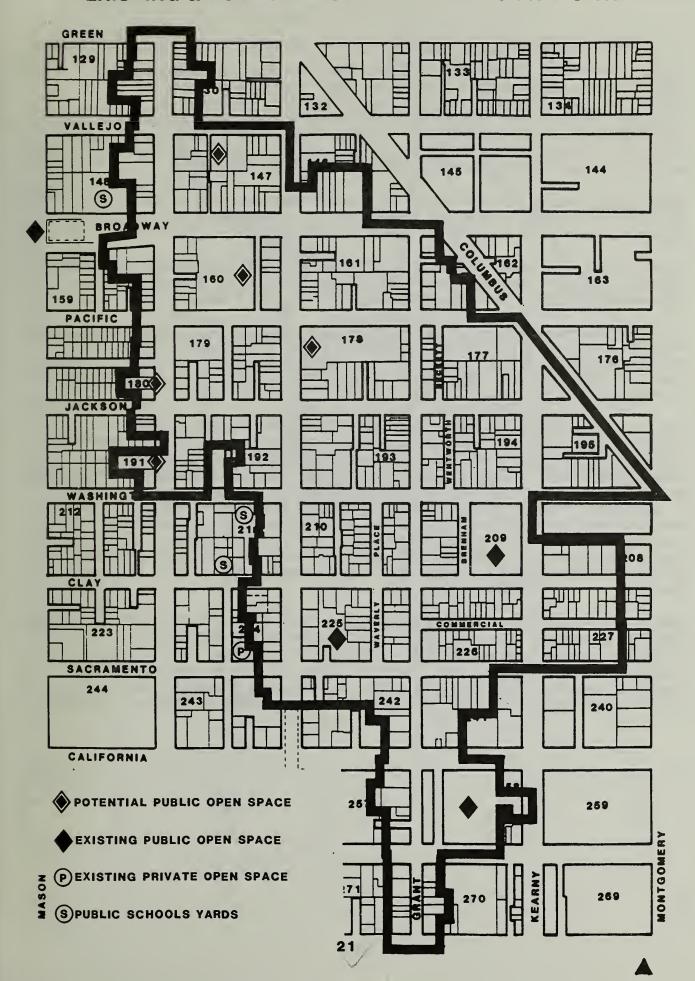
The survey percentages are shown in the following table:

TABLE 4
CHARACTERISTICS OF CHINATOWN PARK USERS

		PORTSMOUTH SQ.	CHINESE PLAYGROUND	ST. MARY'S SQ.
1.	Visit park in afternoon	90%	60%	85%
2.	Stay 10 min to an hour	45%	57.5%	77.5%
3.	Age	60% (60+)	30% (13-19) 30% (20-35)	45% (20-35)
4.	Live in Chinatown	50%	22.5%	12.5%
5.	Race	77.5% (Asian)	70% (Asian)	72.5% (Non Asian)
6.	Facility rating - Good	37.5%	45%	60%
7.	Dwelling - in apartment or hotel	42.5%	55%	40%
8.	No open space available in their residence	70%	70%	72.5%

Source: Joanne Louie "Chinatown Users Survey: A Study of Three Neighborhood Parks", M.A. thesis, San Francisco State University, 1985.

EXISTING & POTENTIAL OPEN SPACE IN CHINATOWN



4. Potential Open Space in Chinatown

Parks Three sites, including the Korean Church on Powell, the Mortuary on Powell and the garage on Churchill alley, have been considered by the Recreation and Parks Commission for acquisition and development as new Chinatown parks. Political controversies or owner opposition hampers the open space development potential for any of these sites. Preliminary negotiations with the Korean Church involving an exchange of City land were unsuccessful and negotiations with the Mortuary site owners are pending.

Other Forms of Open Space Alternative forms of open space in Chinatown include school yards, alleys and sidewalks. Air rights could also be used to create new open space on publicly owned property.

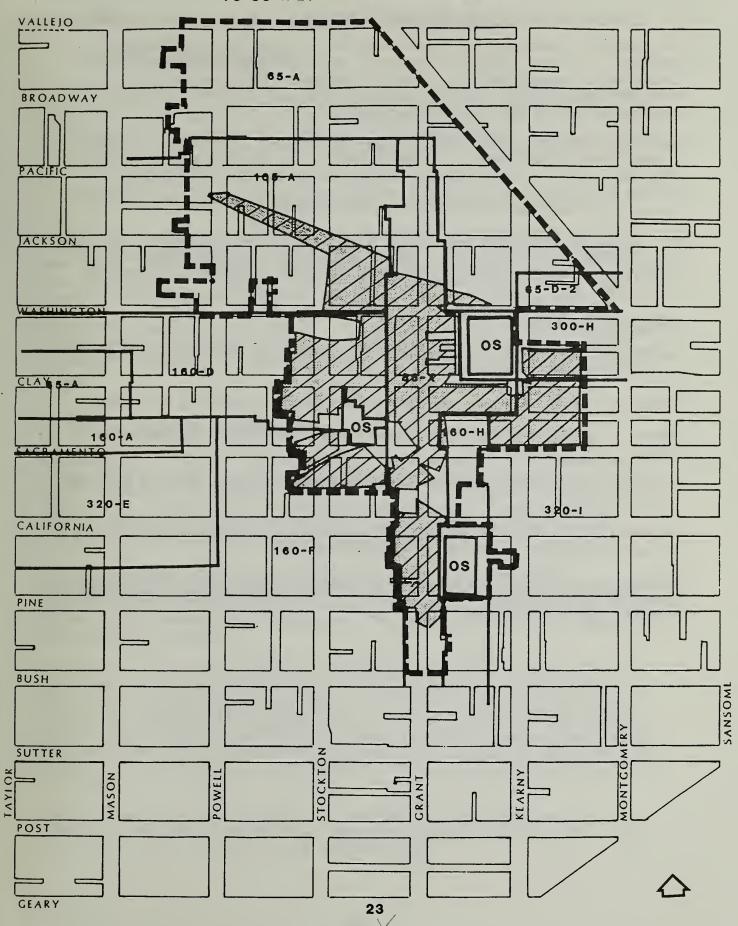
Using block grant funds, the school yard space at Commodore Stockton has been improved and improvements to Jean Parker School play area is pending. These improvement should be combined with more access during non-school hours.

The importance of the alley network in Chinatown for pedestrian circulation and open space was discussed in the Transportation Issue Paper. Remodelling and landscaping of a number of alleys was proposed in Mui Ho and the Chinatown Resource Center's study, Chinatown Alley Ways: Their Potential, Their Future in 1980.

Some work has already been done with the help of the city and Alleyway Associations, formed to assist in maintenance and upkeep. For the 1985-6 fiscal year, Walter U. Lum, Wayne and Wentworth Alleys will be improved with Block Grant funds. However, a number of alleys proposed in the Mui Ho study as part of the pedestrian network for Chinatown have not yet been beautified or improved. These alleys include Cordelia, the south end of Stone, Beckett, Waverly Place and Brooklyn. Another set of unimproved alleys are those which are closed at their ends and have some adjacent housing. These are Adele Court, Bedford Place, Duncombe and Cooper Alleys off Jackson Street; South Trenton and Old Chinatown Lane off Washington Street and Parkhurst off Clay Street.

Development of air rights for park use on portions of Ping Yuen public housing has been suggested. Such development would involve the creation of platforms. Sidewalk areas along Stockton Street, platforms or roof space on non-residential buildings along Stockton Street and the parking lot of Ping Yuen North are the most likely locations. Lastly, the Broadway Tunnel may also provide some further opportunities to expand already utilized air rights.

AREAS OF CHINATOWN STUDY AREA WHERE HEIGHT LIMITS MUST BE REDUCED TO COMPLY WITH SUN ACCESS LAW



5. Financial Resources for Additional Open Space

The problem in attaining more open space has not been lack of financial resources. A large reserve has been set aside from the 1974 voters' initiative (Proposition J). The sale of surplus city property at Montgomery/Washington originally purchased with gas tax funds also provides money which may be used for alleyways work.

The basic problem in aquisition has been selection of sites and difficulties in negotiations with owners. To date, the city has preferred to negotiate with owners rather than use an eminent domain or condemnation procedure. Because park needs are so critical in this part of the city, it is becoming increasingly necessary to use any available method.

As shown on the following map, Proposition K affects a considerable portion of the Chinatown study area. Extension of the law to cover playgrounds or acquisition of additional recreation and parks open space would expand the areas affected.

Open Space Policies

Continue efforts to secure additional and more varied open space using eminent domain procedures if necessary.

Emphasize both conventional and innovative means of assembling open space.

Improve existing school yards and provide for their use during non school hours.

Pursue air rights and other open space development opportunities on Ping Yuen sites.

Encourage and support the revamping and redesign of Portsmouth Square which is now underway by the Recreation and Parks Department.

Aggressively continue to implement the alleyway program and allocate earmarked potential revenue sources for this purpose. Provide more city maintenance for existing improved alleyways.

B. Climate - "The Fog Never Comes to Chinatown"

1. Climate As a Community Asset

Chinatown's sheltered and sunny climate is an important asset to the area. Nob and Russian Hills shelter Chinatown from fog and prevailing north and northwest winds. Because the average height of building is 40 feet, the sun still penetrates most streets and parks. Chinatown is also relatively free of disturbed wind conditions that are created when tall buildings are located in the midst of lower ones.

2. Preserving the Quality of Existing Space by Protection of Sunlight

Proposition K, the sunlight protection ordinance for Parks and Recreation properties was passed by an initiative vote by the San Francisco electorate in June 1984. This law prevents creating more shadow than now exists between one hour after sunrise and one hour before sunset all year round in city parks and squares . The Planning Commission reviews all new construction over 40 feet high (in the vicinity of the three existing Chinatown Parks) which could cause additional shadows on those spaces. The political impetus for this law came in part from conflicts in existing height districts in Chinatown and a desire to preserve remaining sunlight on playgrounds and heavily used public open spaces.

3. Sun on Sidewalks - Proposed Policy

The mildness of outdoor climate is particularly valuable to Chinatown because of the density of its residential use, the predominance of pedestrian travel and the nature of the parks, sidewalks and streets as community outdoor living space. While Proposition K is protective of sunlight in parks, additional policy should address the issue of retaining sunlight on sidewalks and protecting Chinatown sidewalks from wind disturbance.

Sun access criteria for Kearny Street (Market to Washington) and Stockton Street and Grant Avenue (Market to Bush) are already incorporated into the Downtown Plan rezoning to protect the sunlight in these streets during middays March through September. The Chinatown Plan should extend these criteria northward.

The Downtown Plan established cut-off-angles which reflect the path of the sun. Such angles are used to establish the permitted building envelop, or what space a building may occupy and still maintain sunlight on at least one side of the street during critical hours (usually midday). For north-south streets, these angles are 70 degrees on the east side, 50 degrees on the west side, with maximum street wall height of 148 feet on the east and 65 feet on the west. These heights, of course, would vary according to street widths in Chinatown.

<u>Policy</u> Provide continuity of sun to sidewalks on the two main north south commercial arteries of Chinatown -- Grant Avenue and Stockton Street. Enact sun access criteria as part of the revised zoning.

4. Wind Comfort - Proposed Policy

The comfortable climate in Chinatown is also characterized by relatively low wind speed. Tall new buildings among lower buildings can cause increased winds and downdraft, corner and wake effect as shown above. Seven to eleven miles per hour is considered to be the highest wind speed that is comfortable for pedestrians. The Downtown Plan zoning controls establish a performance standard for wind effects from new buildings.

<u>Policy</u> Maintain ground level wind current in Chinatown at a level that is comfortable, year round, for pedestrians.

IV. SOCIAL SERVICES

As documented in Issue Paper #2 on Housing, Chinatown is served by a variety of public and private health, educational and welfare agencies.

Institutional land use including space for social agencies comprises approximately 1/3 of all floor area in Chinatown. Family and district associations whose roots go back to the first settlement of Chinatown in 1851 are important agencies in provision of various support services to their members including housing, financial assistance and burial arrangements. There are approximately 140 family and district associations in the study area.

Health Health services in Chinatown are provided by a mix of public and private facilities. The Chinese Hospital at 835 Jackson St. is a private hospital. The original Chinese Hospital built in the 1920's is now mainly offices and clinics. The new Chinese Hospital, which is side by side with the old one, has 49 beds for patients. The Chinese Hospital Board is considering plans for rebuilding the older hospital, possibly for offices, parking and housing.

Health Center #4 at 1490 Mason St. is a public clinic. Not only do they provide medical clinic programs but they also undertake educational programs. Their staff includes nurses, doctors, environmental health inspectors, dentists, health educators, nutritionists and other health workers. Staffs are multilingual and multicultural. Their programs include: 1. Well baby & child clinics; 2. Physical examinations; 3. Children's dental clinic; 4. Glaucoma screening clinic; 5. Family planning clinic for women; 6. CPR & BLS Classes; 7. Nutrition counseling, education and information; 8. Immunization clinic; 9. T.B. skin testing; 10. Blood pressure screening and many more.

NEMS (North East Medical Service) at 1520 Stockton St. is a non-profit, family oriented community health center with Federal Funding. NEMS has a staff of professional and licensed physicians to provide all the necessary health care and social service needs patients. Their wide range of services include: 1. Primary medical care; 2. Specialty medical care; 3. 24 hour on-call emergency care; 4. Saturday medical clinic; 5. Diagnostic laboratory/radiologic tests; 6. Physical therapy; 7. Dental care; 8. Optometric care; 9. Podiatric care; 10. Acupuncture treatments; 11. Pharmaceutical services; 12. Nursing Services; 13. Social Services; 14. Health Education; 15. Interpreting/Translating Services; 16. Transportation Services.

Self Help for the Elderly at 640 Pine St., is funded by The United Way & Federal Government. They provide information, referral and educational Services, also refer for emergency, long term housing placement, home health care and employment training programs. They are advocates for the elderly. On Lok at 1441 Powell St. is federally and privately funded primarily by the Health Care financing administration. They provide housing for handicapped, frail low-income elderly. In addition to housing they also have health education programs not limited to people who live in On Lok House.

City operated Mental Health services include the Chinatown Child Development Center at 1007 Kearny St. Their services include: 1. Drop in pre-school program for children 2 1/2 to 5 years old; 2. Parent activities such as educational sessions, films, interest classes and socialization groups; 3. Clinical Services; 4. Infant Development; 5. After school programs for children 6 - 12 years old. They use facilities at the Episcopal Church at Mason and Powell for children needing psychological care. Adult services are located at 615 Grant and the Chinatown-North Beach Outpatient Clinic at 1548 Stockton.

Education In terms of education, Chinatown has two public and four private schools. These include Jean Parker Elementary School at 840 Broadway with an enrollment of 411 and Commodore Stockton Elementary School at 950 Clay. with an enrollment of 850. Private Schools include 1. Central Chinese High School at 829 Stockton St.; 2. Kin Kuo High School at 844 Stockton St.; 3. Cumberland School at 865 Jackson St.; 4) Man Kue School at 755 Sccramento St.; 5) First Chinese Baptist Church School at 15 Waverly Place.

Bilingual Adult Education services are heavily used. These include the Chinatown North Beach Community College Center at 940 Filbert. Their classes are located eleven different places, including: 1) Francisco Middle School; 2) Spring Valley Elementary School; 3) Chinatown Branch - Library; 4) YMCA; 5) Self Help For The Elderly; 6) Fort Mason; 7) Marina Jr. High; 8) 1001 Stockton; 9) Telegraph Hill; 10) Salvation Army; 11) First Chinese Baptist Church. Estimated total enrollment is 5500 to 6000 students.

Social Services The Department of Social Services is located at 1680 Mission St. They do not have any branch office in the Chinatown/North Beach area. They have wide varieties of services just to name a few: 1. Adult protection and care services; 2. Child Youth protection and care services; 3. Alcoholism services; 4. Employment training services; 5. Housing services; 6. Individual & family development services; 7. Government services; 8. Drug abuse services; 9. Legal & criminal justice services; 10. Services for the handicapped, etc.

Child Care According to the Department of Social Services, there are 21 child care centers, serving 1,215 infants and children in the 94108, 94109 and 94133 zip code area. Among the 21 child care centers there are only 11 centers serving 595 infants and children in the Chinatown study area.

Job Training Nine job training and employment programs serve the Chinatown area, as shown on the accompanying table. Seven of the programs provide training sessions. Most serve persons 17 years old or older, but the Community Educational Service provides office skill training for youth and Self Help for the Elderly has health care training for senior citizens. Many of the programs are linked to course work in English as a second language.

Social Services - Proposed Policy

Encourage adequate space for continued and expanded range of social services in Chinatown by not limiting institutional use in terms of commercial floor area, but considering it to be a adjunct of residential use.

ELIGIBILITY FOR PLACEMENT SERVICE & (FUNDING)	Francisco. Must have one year of restaurant kitchen experience preferably in the United States. One must have enthusiasm and interest in learning the skill and be able to speak English or Cantonnese for communication purposes. (English at least ESL 200 level or above.) Both mental and physical health must be excellent. A physical examination is required. Techniques are taught for about 16-24 weeks promptly from 7:30am to 3:30pm. A total of 1000 hours is required for completion. (S.F. Mo.C.D. Block Grant, P.I.C., S.F. Community College Oistrict, CA. Employment Oevelopment Oept., Chinese American Citizens Alliance, Hotel and Restaurant Employees Bartenders Union, Local #2, The Chef Association. Housed & maintained by Salvation Army Chinatown Corps.)	1) Basic conversational English; low-income; San Francisco resident; available 16 hrs 4 week for 16 weeks; currently not enrolled or attending school full time. Stipends of \$3.35 per hour will be paid. 2) An application is filed by a person who is low-income and a San Francisco resident. The application will be on file for eight months. Most job referrals are in the building trades throughout the Bay Area which AND has researched and gathered together. (Private Industry Council)	1) Interested people have to be low-income and residents of San Francisco. \$150.00 for 20 weeks; additional \$2.00 per session; trom M - F; 9am to 2pm. 2) Interested people have to be low-income and residents of San Francisco. Basic English test is required. \$50.00 for 7 weeks. (Mayor's Office of Community Development)	in Job developer/Counselor interviews prospective students. If an applicants' goals and background match program goals, then he/she is referred for testing and selection in the next available program. Once training begins the student meets with his counselor to develop a plan covering the type of job desired and the steps needed to get the job. The counselor arranges with a participating employer to provide job market exposure training for a student for four hrs per day, while preparing the student for a total of 19 weeks. Once the student is on a job market exposure site, the counselor keeps in touch with him through weekly "rap group" counseling sessions and through appointments to focus on special concerns. The counselor takes an active part in the evaluation of student performance both on the job market evaluation of student performance both on the job market evaluation of student performance both on the Job market evaluation of student performance both on the Job market tevestudent nears completion of training the job developer/ counselor contacts the participating employer to assure that the student will be hired. (San Francisco Mayor's Office of Employment and Training-MOET; Private Industry Council; State and Federal Educational Program)
STUDENTS PER SESSION	22 to 25	15 to 20	34 12 to 15	17 & above 100/session 400/year
AGE GROUP SERVEO	18 & above	17 to 21	17 & above 17 & above	17 & above
TYPES OF TRAINING	1) Culinary Cook's Training Pantry, pastry, hot foods and terminology; preparation techniques & terminology; facilities, tools and equipment; menus and recipes; purchasing and inventory; sanitation and safety; cooking terminology.	1) Cabinet Making Program Cabinet making; production work; furniture making; basic carpentry; furniture refinishing; blue print reading; basic painting; project planning; remodeling skills and more. 2) Job Referral	1) Chinese Cooking Class 2) Bartender	1) Computer Oata Entry concepts & keyboard skills on the 18M System/34 computer. 2) Clerk Typist typing Speed, accuracy, proofreading, proper format, & business vocabulary. 3) Bank Teller dealing with the public, common banking transactions, and banking terminology. 4) Account Clerk automated bookkeeping systems, accounts payable, accounts receivable and general ledger concepts. 5) Telephone Training office telephone usage, message- taking and general telephone communication skill. 6) Office Procedures 10-key electronic printing calculator by touch, filling procedures, and office supply terminology. 7) Blue Collar English safety language, tool terminology, machine terminology, and individualized tape study in various non-clerical occupations.
AGENCY LOCATION CONTACT	American Cooks School 1450 Powell ST. 94133 Ms. Susie Cheng 415-982-3719	Asian Neighborhood Design 1425 Yosemite Ave. g4124 Ms. Eugenia Szeto 415-822-3414	CHARITY CULTURAL SERVICE 1827 Stockton St. 94108 Ms. Elleen Lai 415-989-8224	CHIMATOWN RESOURCES 0EVELOPMENT CENTER 615 Grant Ave. 4-f1. 94108 Mr. Chui Tsang 415-391-7583 7

EMPLOYMENT TRAINING PROGRAMS IN CHINATOWN

ELIGIBILITY FOR PLACEMENT SERVICE & (FUNDING)	Interested persons must be low-income residents of San Francisco. Most of the on-site job training is in construction field. Applicants will have skill histories on file; when there are jobs in that field, will be referred to job openings. Most of the construction jobs belong to Union. At ono charge CAA will help trainees to prepare for the oral interview and examination related to the job opening. (Mayor's Office of Community Development)	1) Completion of ESL-300, low-income San Francisco residence is required for the training program. There are 3 sessions each year; each session lasts for 15 weeks. 2) Youth are placed in non-profit agencies to learn basic office skills. Stipends of \$3.35 per hour will be paid. 3) Youth are placed bours after school. 4) High school students will tutor 2 nights a week. Tutoring classes cost \$5.00 per semester. 5) Tutoring programs last for 6 weeks; a fee of \$15.00 is charged. (Private Industry Council; Mayor's Office Of Community Development)	The six-month course includes 15-20 hours per week of English as a Second Language classroom training; 6 hours per week of classroom Janitorial training for a total of 112 per cycle; 26 hours of vocational counseling; 10 weeks of job placement activities; 20-25 hours per week of actual janitorial contract work experience under supervision; there is no charge to participants for the program; each participant receives a sipend of \$160.00 per month while in the program for living expenses and a fast pass for transportation.	Interested persons have to fill out applications in fields that they are in. When there is a job opening in that field, they will be notified. (State of California)	People who are residents of San Francisco of low or moderate income or unemployed; 2 months training cycle. After training will be referred to work city-wide for at least 20 hours per week for min. \$4.25 per hour & \$1.50 for transportation. People who are residents of San Francisco, low and moderate income and unemployed. The course consists of 3 phases classroom training for 3 hours M - F; ward training for 5 hour M - F; nutrition & dietics for 3 hours M - F; Each cycle is 2 months long. After training, jobs will he referred city-wide, min. \$4.00 per hour plus \$1.50 for transportation. (Part of United Way, a delegate agency of the Economic Opportunity Council of San Francisco. Funded by San Francisco Commission on the Aging. Mayor's Office of Community Development, bevelopment, Mayor's Office of Housing & Economic Development, the Private Industry Council, the U.S. Department of Health & Human Services & the U.S. Dept of Housing & Urban Development)
STUDENTS PER SESSION		10/session 270 30 to 33 125 to 130 200	15 to 17		14 to 18 14 to 18
AGE GROUP SERVED	all ages	18 to 21 14 to 21 14 to 18 8 to 13 17 & above	17 & above	17 & above 17 & above	55 & above 50 & above
TYPES OF TRAINING	1) Job Posting; 2) Employer Consultation; 3) Job Counseling; 4) Employment and Training Workshop 5) Skill Bank 6) Employment Discrimination Counseling	1) ESL Book Keeping 2) Summer Youth Employment Training 3) Mayor In-School Youth Program 4) ESL Night Tutor 5) Summer Youth Program Tutoring 5)	MainTrain Janitorial Certificate Program	Job Referral - mostly are in restaurant construction and general labor. Job Referral - all Jobs	1) Housing Keeping Program Cleaning methods and procedures in household units, offices, clinics, etc; operation of cleaning equipment and appliances; use of cleaning products; home safety. 2) Home Health Aid Gerontology, personal care and home emergency, first aide, physical therapy, nutrition, dietics, housekeeping, good work attitude. Taught in English and Chinese.
AGENCY LOCATION CONTACT	CHINESE FOR AFFIRMATIVE ACTION 17 Walter U Lum Place 17 Walter U Lum Place 18 Walter U Lum Place 194108	COMMUNITY EDUCATIONAL SERVICE 777 Stockton St #108 94108 Ms. Dorothy Chen 415-982-0615	CRDC - MAINTRAIN TRAINING 1777 Stockton St. #203 94108 Mr. Calvin Fong 415-398-3353	Employment Services 777 Stockton St. #104 Mr. Yisang Lei 415-557-2730 801 Turk St. 94102 Mr. Joe Valenzuela 415-557-2402	SELF HELP FOR THE ELDERLY 640 Pine St 94108 Ms. Lily Lee 415-982-9171

APPENDIX

Proposed Urban Design Standards for Chinatown Historic District

The intent of these standards is to preserve the architectural character and other features of Chinatown. They are intended to insure that the inevitable changes within the district will be sensitive to its character.

Chinatown contains less than ten vacant or unimproved parcels. Appropriate replacement structures for those which are not compatible or significant works of architecture have the potential for reinforcing and enhancing the streetscape and visual quality of Chinatown as well as the livability of its residential units. On the other hand, inappropriate design could introduce intrusive elements of incompatible bulk, height, detailing and composition.

To insure that both rehabilitation of existing buildings and new construction have a positive effect on the unique physical character of the district, proposals must be reviewed for compatibility with existing architecture in such critical categories as preservation of historic and architectural integrity, height, bulk, ground story treatment, detailing and proportions.

Distinctive features which constitute a building's historic and architectural character - such as the size, scale, mass, color and materials of buildings, including roofs, porches and stairways - should be retained.

Alterations affecting the historical character of a significant building should be discouraged and rehabilitation should not destroy or remove any of its distinguishing qualities. Deteriorated architectural features should be repaired rather than replaced, whenever possible. In the event replacement is necessary, new material should replicate that being replaced and be based on accurate duplications of original features. Files of the California Historical Society, the Foundation for San Francisco's Architectural Heritage, and the Landmarks Board and the Department of City Planning should be researched to obtain accurate information on the building.

l. <u>Street Network</u>: Although the typical block in Chinatown is likely to have a higher ratio of coverage (ground floor building area to lot size) than blocks in most other areas of the city, the division of Chinatown blocks by secondary streets and alleys compensates to some extent for the lack of open space and its accompanying amenities. The small blocks and frequent streets and alleys of Chinatown provide greater direct pedestrian circulation than is common in most areas of San Francisco. In addition, the large number of public right-of-ways also create a large amount of building frontages, providing more retail opportunities.

<u>Policy</u>: Preserve the present pattern of narrow streets and alleys. Discourage their closure for lot assembly and the creation of super-blocks. Encourage the use of alleys as usable open space.

2. <u>Height</u>: A sense of enclosure within the streets and alleys is an integral part of Chinatown's identity. This sense is created by the outer walls of buildings forming an enclosed street space. One of the harmonious features throughout Chinatown is the virtual absence of buildings taller than eight stories. The Mandarin Tower, on Stockton at Washington, is an example of how the introduction of a large building with a lower commercial portion having large arched window elements and a upper residential tower having little relation to the base of the building.

Policy: Maintain a recognizable enclosure of space in the streets and alleys of Chinatown by continuing the existing street wall and using forms - such as towers or cornices - from nearby buildings. There should not be a major difference in height between buildings in the historic district.

3. Rhythm and Scale: A consistent rhythm of narrow buildings lends the streetscapes of Chinatown a fine-grained appearance, characterized by a regular rhythm of building masses. The facades of many buildings in Chinatown have a ratio of height to width (of frontage) of at least two to one. Much of the intimacy and sense of human scale on the sidewalks of Chinatown is a result of this historical pattern. Combination of lots to facilitate the development of large projects has weakened these characteristics.

Policy: Exterior facades should be of a scale compatible with surrounding structures. Generally, large buildings should appear more as a combination of smaller building components rather than as a single structure. The relationship between the width and height of the front facade of a building should be visually compatible with adjacent buildings. The combination of lots should be discouraged. Nevertheless, when lot assembly is advantageous, the architectural emphasis of the spacings of the vertical structural elements on a facade should relate to existing building rhythms.

Work with designers and residents over time to establish placement of building elements which reiterated harmoniously existing setting and establish moods appropriate to desired land uses. 4. <u>Materials</u>: Most buildings in Chinatown are contructed with either brick bearing walls or reinforced concrete structural systems, with brick predominating. Some buildings were designed to be covered with a stucco or tile applique and were constructed with a relatively soft brick. The predominant facade colors in the alleyways are varying hues of unpainted brick.

<u>Policy</u>: Exterior facade walls should be of masonry construction similar to color and texture to the majority of adjacent buildings. In general, smooth-textured red brick in standard size and coursing or stucco appliques on concrete are appropriate. Glass, aluminum, steel or painted metal are not appropriate cladding materials.

5. Composition: Many architecturally significant buildings in Chinatown are divided into three vertical parts: a base consisting of ground level storefronts, a multi-story residential shaft, and a one-story capital section. In addition, there are many single story buildings as well as two-part fully commercial structures where the ground level storefront is contrasted with a second story use, typically offices. Compositional sections of a building are divided by horizontal bands, in the form of classical belt courses, wrought iron balconies and tiled eaves.

Policy: A building should be visually compatible to its neighbors in its vertical parts. Floor levels and parapets or cornices should be sensitive to those of abutting buildings or contribute to a pleasing pattern whenever possible and the facades of multi-story buildings should be broken down into two or three-part compositions. Window and entrance openings should approximate the number, size and positioning of those in adjacent buildings. Consistent with the Chinatown pattern above the ground floor, vertical dimensions of openings should exceed the horizontal.

6. Detailing: One of the strongest impressions of Chinatown is communicated by Chinese ornament whose forms commonly include: curved roofs and upturned eaves, tile or simulation-tile roofs, lattice work on balconies, the use of primary colors on much of the facade, doors and windows with moon shapes, dragon or lion motifs used as ornamental relief, lanterns hung from balcony ceilings, signs with Chinese characters. Latticed surfaces, a geometrical framework of crossed wood or metal strips, are commonly used on both building entrances and facades. Brightly colored Chinese columns, with two-kung capitals, are frequently used on both the base and upper stories of buildings. In other cases, a thin layer of detailing is added to a building to create an Oriental appearance. In some cases, the detailing may seem wholly Oriental from a distance, however, much supportive detailing is actually Western rather than Oriental in origin. For example, the dentil or modillion courses which underlie and articulate overhangs and eaves are drawn from Classical Western architecture.

Policy: The role such elements play in developing identity for the district should be considered when new development is planned for the area. Compatible materials and colors, which are either similar or visually non-disruptive in relation to the traditional ones used in the area, should be utilized in new construction or when restoration of original materials is impossible.

7. Roofs: Pagoda roofs and upturned eaves are among the more striking design features of Chinatown, endowing Chinatown with a great variety of building tops. In contrast to other districts in the city where the roofline is horizontal, Chinatown's roofs often take on a sculptural form. The corner buildings of Chinatown have been the traditional location for pagoda like structures. The pagoda towers of the Sing Fat and Sing Chong buildings are among the visual landmarks of Grant Avenue, signalling the presence of Chinatown along the important California Street corridor. (The old Pacific Telephone Exchange (now Bank of Canton) on Washington Street is more faithful to Chinese architecture than any other building in the district. Some authorities feel the Name Kue School, 755 Sacramento is also of purely Chinese design.)

<u>Policy</u>: On corners and other prominent sites, the design of a roof should attempt to unify the adjacent streetscapes. Unusually shaped roofs, such as pagoda towers, are encouraged in these locations to provide visual focal points throughout the district and enhance the Oriental character of the streetscape.

8. <u>Cornices and Parapets</u>: The Edwardian cornices and parapets common to many buildings in San Francisco are often replaced by curved pagoda roofs in Chinatown. Intermediate parapets, dividing the base and shaft of a building, are often given the same treatment. The rounded parapet of the Eng Family Benevolent Association Building at 53 Waverly Place is illuminated by bright red geometric designs which complement the facade's overall color scheme. A shaped parapet also contributes to the vigorous style of the Soo Yuen Benevolent Association.

<u>Policy</u>: The composition of buildings should have a concluding feature above the uppermost story. When towers are not used as a termination for buildings, cornices and parapets should be a structure's concluding feature. The design of cornices and parapets should be consistent with those on existing buildings.

9. <u>Balconies</u>: Balconies are rare on most San Francisco facades, yet they are frequently found in Chinatown where they often incorporate oriental patterns. The numerous balconies along Waverly Street form an integral part of one of San Francisco's most unique streetscapes. Balconies are frequently used to add interest to facades. For example, balconies on the tall narrow buildings at 29 and 37 Waverly Place introduce a horizontal counterweight to the buildings' vertical dimensions. The use of front balconies on commercial/residential buildings can be traced to the need for fire escapes on what was often the only accessible emergency egress from a building. Bright colors (often alternating bands of yellow and red) also emphasized the Oriental character of balconies.

Gates, composed like balconies, have played a lesser role in Chinatown. The wrought-iron fence of the Nam Kue School at 755 Sacramento Street contains ornamental Chinese characters which mean 'good luck and good life'. Other balconies and gates are formed by half-moon designs. Lastly, lanterns and potted plants on balconies have been some of the early distinguishing characteristics of the district.

<u>Policy</u>: Historic iron balconies and gates should be retained. In the case of the construction of new balconies and gates, they should be of a design compatible with the character of the building and street.

10. Canopies and Awnings: Corrugated metal canopies, supported by iron brackets, are a common sight along Grant Avenue although their numbers have been decreasing in recent years. Used to create a sheltered space along sidewalks and to increase retail space, the canopies are a significant unifying element along the streetscapes of Chinatown, especially when they occur in great numbers. In recent years, awnings have taken over the traditional role of metal canopies. The preservation of canopies on segments of streets is not inconsistent with preservation of sunlight for the majority of sidewalk space as proposed in the Chinatown zoning.

Policy: Historic metal canopies should be retained, and new metal canopies in the historic style are encouraged on blocks still containing existing canopies to unify the streetscape. Awnings and canopies should not disfigure or conceal the building's architectural features; such as windows or belt courses.

11. Retail Use Adjacent to Sidewalks Chinatown is one of the most mixed-use districts in San Francisco, combining light manufacturing, residential institutional and a variety of commercial uses in its small buildings. A great majority of the buildings in Chinatown have retail uses at the ground story and residential uses on the upper stories. The continuous retail frontages interspersed with community institutions lend a great deal of interest for pedestrians.

<u>Policy</u> Maintain this diversity by providing opportunities for pedestrian-oriented activities adjacent to the pedestrian space. The ground level and accessible levels slightly above or below the sidewalk grade in new buildings should ensure continuous commercial or service activity along the sidewalk.

12. Design of Ground Level Storefronts: Due to their location adjacent to sidewalks, storefronts are among the most important visual elements of a facade. The degree to which storefronts are open to the street determines their visual interest for the public. Large clear glass windows and stores that open up directly to the sidewalk without any barrier invite passersby to view and enter the premises. Open storefronts are actually characteristic of retail development in China. The typical Chinatown storefront was a design of glass and wood or iron. The door was generally in the middle, with display windows on either side and transom windows and/or wall signs above. Transoms were designed to modulate the scale of the facade and storefront, identify the storefront area, and provide natural light and ventilation inside.

Since merchants traditionally try to create a sense of individual identity for themselves, storefronts traditionally undergo a great amount of change during a building's lifetime. Nevertheless, storefront alterations in Chinatown have all too often been insensitive to both the overall facade design and to the quality of the sidewalk space alongside the building.

Policy: Retention of historic storefront elements such as metal overhangs and recessed doorways is encouraged. Covering existing transom windows by signage and the replacement of wooden or iron posts, lintels and mullions is discouraged. Storefront facades should consist primarily of glass, which affords vision into the retail interiors at street level. Large expanses of tile, masonry or other materials which create a wall between the space of the store and the street are generally discouraged. Both traditional signage and neon should be encouraged and back lighted.

13. <u>Signs</u>: By day and night signs are a most important element in the Chinatown scene. They have enormous impact on the identification of particular streets as part of Chinatown.

Perhaps the earliest physical traces of a Chinese presence on San Francisco's cityscape were the Chinese language and characters advertising commercial businesses. The historical signs of Chinatown are some of the oldest references to the culture and history of the community during the first decades of the twentieth century. While signs were commonly imported from China, new sign painting businesses grew up in Chinatown to accommodate the need for a wide variety of signs. In most cases signs were adapted to the existing facades of buildings, and many gold hand-painted signs were placed in transoms and second story windows. In recent years, all types of signs have found their way into Chinatown, a great many of which detract from the integrity of their buildings. As with other design elements, western technology and materials are used to create an Oriental feeling. The neon signs on the Sung Sing Theatre on Grant Avenue and other buildings in the district illustrate this practice.

Policy: The design of a sign, including size, shape, texture, color and lighting, method of attachment should be compatible with the use to which the sign refers and the architecture of the building where it is to be installed. Painted window signs are generally compatible with the goal of preserving transoms and other glass surfaces of storefronts. No sign should be placed on a structure so that it would conceal or disfigure architectural details, or greatly detract from the building's character.

14. Street Features: The public right-of-ways contain a great deal of Chinese-styled elements, including lamp posts and phone booths. Four, six and eight-sided lanterns are also found on many building facades. The landscaping and park structures in Portsmouth Square and the statue of Sun Yat Sen in St. Mary's Square also contribute to the district's identity. In the 1920s, a Chinese gate was erected across Grant Avenue on the north side of Bush Street to herald the southern portal of Chinatown. It was replaced in 1971.

<u>Policy:</u> Maintain existing Oriental elements on the public right-of-ways of Chinatown. Encourage Oriental designs for structures in the public right-of-way and City owned parks and open spaces.

15. Path and Place: As previously defined, a path involves the urban design concept of the sequencing and spacing of related uses. Grant Avenue is a pedestrian route for retail specialties -- Asian art goods and gifts -- linking downtown retail areas with the restaurant and entertainment activities of North Beach. Stockton Street, especially the northerly sector, has a sequence of meat and produce markets. Interest and activities along the path leads one on.

<u>Policy</u>: Work with owners and merchants to create a unique sense of place for each specialized group of users in Chinatown (i.e. produce row, art/gift store row, restaurant row, jewelry row) The sense of place should also extend to new residential developments.

Work with city agencies and merchants to create guidance for each type of movement (pedestrian, auto, transit) in relation to specialized groups of uses.

LIST OF SIGNIFICANT BUILDINGS IN CHINATOWN DEPARTMENT OF CITY PLANNING STUDY

455-465 Grant	924-932 Grant 194/14
506-510 Grant	945-947 Grant
258/13	193/5
512-520 Grant	953 Grant
258/14	193/3
555-597 Grant	1019-29 Grant
257/1	178/2
601-625 Grant	1150 Grant
242/55, 56	162/16
654-670 Grant	626 - 636 Jackson
241/15	177/6
665-669 Grant	645-649 Jackson
242/1	194/28
700-708 Grant	661 - 665 Jackson
226/18	194/26
701-715 Grant	675-681 Jackson
225/6	194/18
723-729 Grant	835 Jackson
225/4	192/41
736-738 Grant	855 Jackson
226/39	192/19
745-747 Grant	600-602 Kearny
225/2	227/20
801-807 Grant	625 Kearny
210/5	226/4
824-832 Grant	833-839 Kearny
209/4	194/3
831-843 Grant	920 Kearny
210/03	176/13
911-913 Grant	935-951 Kearny
193/10	177/1
915-925 Grant	716-722 Sacramento
193/9	226/10
	271/1A 506-510 Grant 258/13 512-520 Grant 258/14 555-597 Grant 257/1 601-625 Grant 242/55, 56 654-670 Grant 241/15 665-669 Grant 242/1 700-708 Grant 226/18 701-715 Grant 225/6 723-729 Grant 225/4 736-738 Grant 226/39 745-747 Grant 225/2 801-807 Grant 210/5 824-832 Grant 209/4 831-843 Grant 210/03 911-913 Grant 193/10 915-925 Grant

List o	f Sig	nificant	Buildings	(continued)
--------	-------	----------	-----------	-------------

List of Significant buildings	(continued)
728-730 Sacramento	824-826 Washington
226/11	193/14
746-762 Sacramento	834-840 Washington
226/14	193/15
755-765 Sacramento 241/18	940 Washington 192/5
809-813 Sacramento	1-15 Waverly
242/29	225/8
855 Sacramento	29-35 Waverly
242/27	225/25
36-38 Spofford	37-39 Waverly
210/24	225/24
827-829 Stockton	41-45 Waverly
224/4	225/23
843 Stockton	53-65 Waverly
224/2	225/22
900-922 Stockton	101-105 Waverly
210/13	210/8
913-917 Stockton	109-111 Waverly
211/3	210/36
925 Stockton	117-119 Waverly
211/2	210/35
930 Stockton	123-129 Waverly Place
210/14	210/34
1001-1011 Stockton 192/4	131-135 Waverly Place 210/33
1040-1048 Stockton 193/21	137-141 Waverly Place 210/32
1115-1121 Stockton	138-142 Waverly Place
179/8	210/39
727-729 Washington 209/12	
743 Washington 209/9	

LIST OF PROPOSED INDIVIDUAL CITY LANDMARKS

A few Significant buildings are located in the Chinatown Study area, outside the Department's proposed historic district boundaries. Since many of these buildings are significant works of architecture in their own right, or may contribute to the character of the district despite their geographic separation, several individual buildings are proposed for designation as City Landmarks: subject to virtually the same review procedures as buildings in a historic district. The Columbus Tower is already a City Landmark. Demolition is proposed for the Colombo Building as part of a larger project. Of the remaining 14 buildings, eleven are proposed as individual City Landmarks. Nine of them are within the Chinatown Study Area. They are briefly described below:

- 1. 835 Jackson Street, 192/41. The six-story stucco building was constructed in 1924 as the Chinese Hospital, the first hospital in the United States exclusively serving a Chinese community. The large building is divided into three sections by thin bands, of which the capital is given the most elaborate treatment. Chinese pagoda roof forms illuminate the entrance and cornice.
- 2. 600 Kearny Street, 227/20. The Shirley Building, named after John Shirley, a California pioneer and former Supervisor, was designed bw Conrad A. Meussdorfer in 1909. The two-part brick building features a high base and glass mezzanine. Recessed window bays and the cornice have terra cotta detailing.
- 3. <u>625 Kearny Street</u>, <u>226/4</u>. The Edward. B Jorgensen Pharmacy was designed in 1907 by L.B. Dutton. The two-part buildings is distinguished by its curved mezzanine windows and art nouveau curvilinear detailing.
- 4. <u>833-839 Kearny Street</u>, <u>194/3</u>. The two-part hotel building was built in 1913 and has been occupied by a variety of uses. The two upper stories are divided by a giant pilaster order into three great window bays. Pilasters, mouldings and a classical cornice complete the strong Baroque design.
- 5. 827-829 Stockton Street, 224/4. The building was originally known as the Chinese Central High School. After World War two it was remodeled as Victory Hall which remains the name of its auditorium. Classes are still held in the building. Originally a one-story building, a second story was added to the 1914 design in 1970. The ground story is surmounted by a great pagoda roof and Chinese balustrade. The arched windows of the second story are culminated with bracketed Chinese eaves flanked by slightly projecting wings.
- 6. 843 Stockton Street, 224/2. The building was constructed in 1908 to house the offices of the Chinese Benevolent Association (Six Companies), previously located on Commercial Street. The building is set back from the street to allow for stairs and an imposing gateway entrance flanked by lions. The upper stories are decorated with individual balconies and green-tiled eaves. The colorful building is completed by projecting eaves.

- 7. 900-28 and 930 Stockton Street, 210/13, 14. In 1920 the Paulist Fathers Chinese Catholic Center took over what had been the original two-story St. Mary's Chinese School. In that year the original 1906 building received a two-story addition on along its entire length. The original architects were the O'Brien Brothers while the later design is attributed to C.E. Gottschalk. The Center is characterized by a ground story arcade and rustication of the second story. The building entrance on Stockton Street features an arched entrance framed by a pediment.
- 8. 925 Stockton Street, 211/2. The Chinese Presbyterian School was built in 1907 to the designs of H. Starbuck. The Presbyterian Church, whose first church in Chinatown was completed in 1854, ran what may have been the earliest public school in the neighborhood and has been active in the community for over 130 years. The two-story building is set-back from Stockton Street by an entrance portico. The facade is framed by Corinthian pilasters and concluded by a parapet.
- 9. 1001-1011 Stockton Street, 192/4. The Chinese United Methodist Church is actually an interesting ornamental deveation from the compositional arrangement of the Mission Revival style. The corner block is releived by four squat towers of which the corner tower is surmounted by a pagoda pavillion. Overhanging eaves at the roof line and red-brown tiles on the ground story contribute to the building's Chinese appearance.
- 10. 1040-48 Stockton Street, 193/21. Completed in 1920 to the designs of Charles E. Rogers, the Chinese American Citizens Alliance Building was the first civil rights organization founded by native-born Americans of Chinese ancestry. The classically detailed five-story building is divided into a two-story base, whose entrance is framed by tall Tuscan columns and a three-story shaft, characterized by keystones and a cornice with modillions and dentils.
- 11. 1115-21 Stockton Street, 179/8. The Vittoria Sattui Building was completed in 1911 to the designs of Louis Mastropasqua in what was a part of the North Beach Italian community. The building later received Chinese detailing, making it one of the most distinguished structures along Stockton Street. Its design is characterized by thick belt courses and hanging ring decorations as well as a projecting parapet.
- 12. 940 Washington Street, 192/5. The Gum Moon Residence Hall was constructed in 1911 in a modified Renaissance palazzo style. The three-story red-brick building has an arched entrance and overhanging cornice supported by heavy brackets.

Recommended as Individual Landmarks Outside Chinatown Study Area Boundaries

253-255 Columbus Avenue, 162/19. The Vesuvio Bar was occupied by Cavalli and Co. Italian bookshop until 1934. The traditional ground story plate-glass windows on this two-story building are surmounted by an intact transoms. The Vesuvio takes its name from a mural on canvas which once adorned the backbar. Gradual disembowelment of the painting resulted from the bartender's practice of selling it off at the rate of \$10 per sq. foot (mid 1950's prices). The bar is virtually the last reminder of San Francisco's once thriving Bohemia which here as elsewhere manage to nestle itself into a latin neighborhood where survival -- indeed the good life -- was possible with no visible means of support. The building's elegant facade is a exuberant acclamation of the neighborhood's long-time Italian character.

263-275 Columbus Avenue, 162/18. While not notable for its architectural features, the present City Lights bookstore is an important historical landmark in North Beach. The triangular stuccoed block was constructed in 1907 for the A. Cavalli bookstore, and was later occupied by the Fugazi and Bulotti photography studios. Its most noteworthy tenant has been the City Lights bookstore and publishing house, an artistic center for San Francisco's literary community since the 1950s and one of the first all paper-back book stores in the country.



CREDITS:

Dean L. Macris, Director of Planning
Milton Edelin, Deputy Director of Planning
Robert Passmore, Zoning Administrator
George Williams, Assistant Director, Plans and Programs
Robin Jones, Chief of Programs

PROJECT TEAM:

Lois Heyman Scott, Planning Coordinator
Lulu Hwang Mabelitini, Planner, Graphics
Rana Ahmadi, Planner (Solar Access)
Mitchell Schwarzer, Planner (Historic Preservation)

TRANSLATION SERVICES:

Ellen Yeung

SPECIAL THANKS:

Peter Bosselmann, Director
Thomas Priestley, William Gray, Robin Anderson
Environmental Simulation Laboratory
Institute of Urban and Regional Development
College of Environmental Design
University of California, Berkeley





	•			



